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PUBLIC LIBRARY ADMINISTRATION

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1928

TO
E. W. L.
WHO KNOWS AND UNDERSTANDS

PREFACE

THIS book is primarily intended as a basic textbook for library school use in the instruction of students of college grade who are preparing themselves for the executive position of librarian. It will also be found useful by those persons who are trying to discover for themselves the elementary principles of the administration of a public library.

Because of the wide scope of the subject, the discussion is limited, so far as possible, to the affairs of the administrator of a free public library, maintained under state laws, having an appointed board of trustees, receiving its main support from direct taxation or municipal appropriation, manned by a staff of approximately thirty people, and giving service to a community of approximately one hundred thousand population. To designate this type the general term "medium-sized" library is used. As a matter of fact, the principles which have the most value for the student are those which are equally applicable to small and large libraries as well.

To make the book more useful to any student, whether he pursues his study in a group or individually, a few selected references are added to each chapter. These may serve to lay emphasis on important considerations, and to amplify matters

which deserve further treatment than can be given them here. The book aims to give the student ideals for his work of managing a library, and to establish in his mind the proper principles of action. The application of those principles he must, as an administrator, work out in his own particular field of endeavor. Experience adds necessary expertness.

Because of the availability of the extensive bibliographies of Messrs. Cannons and Wheeler, no attempt has been made to include a complete bibliography. The references chosen for this book have to do directly with the more limited conception of public library administration, as the direction or management of a public library.

In the formal classroom instruction of the library school, investigation, solution of problems, reports, discussion, and conference are admirably adapted to the treatment of library administration. If actual practice supplements such methods of acquiring knowledge, so much the better. In that case, this text may serve as a point of departure. By way of equipment, there should be available in the files of the school as complete a collection as possible of printed data on business management and control of representative medium-sized American public libraries. With such a wealth of material at hand assignments may be made more intelligently and more satisfactorily for all concerned than through repeated questionnaires. The material would quite

naturally include annual reports, schemes of library service, publicity material, organization data, budget figures, cost data, facts concerning personnel, and printed administrative forms.

Among many other libraries characteristic of the medium-sized type, on which this discussion is based, are the public libraries in these cities: Albany, N. Y.; Davenport, Iowa; Des Moines, Iowa; East Cleveland, Ohio; East Orange, N. J.; Erie, Pa.; Flint, Mich.; Gary, Ind.; Haverhill, Mass.; Houston, Tex.; Kalamazoo, Mich.; Kenosha, Wis.; Manchester, N. H.; New Bedford, Mass.; Peoria, Ill.; Quincy, Mass.; Racine, Wis.; St. Joseph, Mo.; Sioux City, Iowa; Somerville, Mass.; Spokane, Wash.; Springfield, Ill.; Springfield, Mass.; Superior, Ill.; Syracuse, N. Y.; Tacoma, Wash.; and Wichita, Kan.

Here is set down no new thing, nor is any claim made for originality of any kind. But in the quaint phrase of another (Luther Pratt wrote in his *Introduction to arithmetic*, New York, 1824): "I say without diffidence, that the work contains *as much* originality, as any other modern production of the kind; but whether it will be more useful, must be tested by experience."

It is impossible to indicate all the aid and suggestions, acquired by a variety of experience, lavishly given by library school faculties, librarians, students, and laymen. The contribution has been generously made in the hope that librarianship may be ad-

vanced by so much. Both aid and spirit are appreciated and gratefully acknowledged. I am especially indebted to Dean William F. Russell, Teachers College, Columbia University; Ernest J. Reece, School of Library Service, Columbia University; C. Seymour Thompson, University of Pennsylvania Library; Hiller C. Wellman, City Library Association, Springfield, Massachusetts; to Miss Clara Whitehill Hunt, Brooklyn Public Library, and Carl H. Milam, of Chicago, who read the manuscript in its various stages of development and brought to it discerning criticism, based on the fruition of their long professional experience.

JOHN ADAMS LOWE

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CHAPTER 1

The Librarian as Administrator

LIBRARIANSHIP, in the modern sense of the word, is a new profession. "That the true service of librarianship, as carried on by highly educated and well-trained librarians, ranks as a profession seems established beyond controversy when measured by the [accepted] definitions and criteria. That it is so regarded in the accepted thought of the day is indicated by the recognition accorded it by educational experts, official bodies and government agencies."¹ Librarianship is growing in importance as a community force. It is gradually taking its place with other professions in pecuniary, social, professional, and personal rewards.

It is an uncrowded profession. Indeed, it offers possibly more opportunity than most other professions to men and women of moral worth, wide interests, high purpose, broad culture, technical training, and executive ability, who are willing to devote time and energy to thorough preparation for large social service. Perhaps its most satisfying personal reward is the opportunity it offers for

¹Herbert, C. W. (see References at end of chapter), p. 609.

service in the intellectual and moral life of the community.²

The librarian's duties

The technique of administration is a modern development in librarianship. We have had generations of librarians who were collectors of books, bibliographers, classifiers, catalogers, and scholars. The urge today, following the tendency of the times, is to emphasize the organization and administration of book service. The librarian is the executive officer of the library, responsible directly to the trustees and indirectly to the public. He should be a good executive and administrator, able to organize work effectively, to formulate plans and policies, to make decisions, and to direct the work of others.

The library's service to the community must be efficient, intelligent, and alert. Theoretically, the opportunities for such service are unlimited, and the possible results are immeasurable. In reality, they are no greater than the vision of the administrator and his power to realize his dreams. The spirit and purpose of the library's administration, the effective-

²"An energetic man at the head of a public library can be more than a librarian to the community. He can act as a leader in public thought. . . . he may look forward to a life of great pleasure but of modest income. His position is generally secure and he has an opportunity to assume a place of importance in the community. . . . It is absurd for a young man to enter this profession unless he is attached to his fellow men. . . . He must have a sympathetic spirit and love for the community." (John Cotton Dana, in *Library Journal*, 46: 169, Feb. 15, 1921.)

ness of its organization and its influence in the community, depend to a large degree on the earnest effort, clear vision, and practical common sense of the librarian. About him and his work the library moves, and it is largely he who makes or mars its service. He is the director of the members of the staff, and should be their leader, adviser, inspirer, and friend.

The position of librarian in a progressive city, if properly filled, is a "man-sized" job. In it a strong, capable, well trained, mature man finds play for all his powers. It is a position for which a young man needs years of hard and painstaking preparation. He should not expect appointment to such a position at the end of his library school course, for it is questionable whether at that time he would have sufficient maturity of judgment or variety of experience to fit him for the solution of the problems which would confront him.

The day's work of a librarian possesses interest, action, and complexity. A typical day cannot be described, for variety is a large element in every day's work, and a typical day does not exist. A composite picture is not satisfactory, because such a picture is artificial, and must be shadowed in detail. The librarian of the public library in a city of about 140,000 population has recorded the principal activities of several actual working days, and a part of this record will perhaps serve as well as any avail-

able data to indicate the scope of a librarian's activities in a well administered, medium-sized public library.

"MARCH 24, 1927. THURSDAY

Staff meeting, 8:15 to 9:15. Books on sociology were discussed by three staff members.

Looked over mail, which is always open and ready for consideration.

Dictated letters in reply to four received.

Short conferences with each of three branch librarians, and with one staff member who handed me her resignation to take effect in April. One branch needed cleaning; a second had several reference books mutilated by high school students; the third considered changes in schedule and book needs.

Interviewed a book salesman.

During this time there were several telephone interruptions, most important of which was one from a real estate agent investigating prices for a branch site.

The library editor came in with copy for next month's bulletin, just before lunch.

Lunch in the staff room from 12 to 12:30.

Attended meeting of the Board of Directors of the Women's Department of the Chamber of Commerce, from 12:30 to 1:30. Suggested having Mr. —, of the American Booksellers' Association, give a community book talk in the city and speak before the noon meeting of

the general Chamber of Commerce early in the fall.

Visited the Court House, 1:30 to 2:30. Interviewed the county auditor and the county treasurer on tax valuation and the probable amount that will be available in the library fund for the year 1927-28.

Called newspaper to have photographer go to the South Side branch and take a picture of posters displayed there.

Advised a young railroad employee on a course of reading to improve his English.

From 4 to 5, at the South Side branch library to announce the winners in a library poster contest that was conducted in the 6A grade of two schools.

(Thursday has two regular meetings, the staff meeting at 8:15 and the board meeting of the Chamber of Commerce at noon. The visits to the Court House and to the South Side branch were, of course, unusual.)

MARCH 25, 1927. FRIDAY

Called at the City Hall at 8:30 to see the mayor on some library business.

Looked over the morning paper; then the mail.

Dictated letters, a few more than usual; among them, replies to two applications for positions.

Discussed bulletins with the head of the children's department and the head of the cir-

ulation department; also some rearrangements of the display desks in the lobby.

Looked over book orders and conferred on several points with the head of the order department.

Lunch hour.

Signed letters.

Short conference with the head of the stations work concerning a station recently established, and another held in a church room which is now used for religious instruction at the same time.

Interview with a teacher who would like to come into the library for the summer.

Interview with the library editor, when final decisions were made on copy for the April bulletin.

Worked on the budget for the new year until time to go home.

(That is a fairly typical day when I remain in the building, but the subjects requiring consideration vary greatly in the course of a week. Two afternoons a week I help at the loan desk during the rush hour if needed. I often have a quiet hour late in the afternoon when I can consider plans for the future or check on some detail work that I wish to do personally, as there are fewer interruptions at that time than earlier in the day.)”

It must not be inferred from this outline that each task of the librarian is clear cut, and that a definite

amount of time may be allotted to it. Frequent interruptions occur, and several tasks must often be kept under way at the same time, for there is constant overlapping. The librarian must often wait for the details of one piece of work to be done by others, and while so waiting he must utilize the time for the accomplishment of something else.

Although it is difficult to draw hard and fast lines between the different activities of a librarian, because they are never entirely separable, they include three fairly distinct kinds of work. As an executive, the librarian must supervise the routine of everyday tasks, and must take part in the actual performance of many of them; he must also serve as the representative of the board of trustees. As an administrator, he must organize the work and formulate plans and policies for its continuous development. Beyond all this, as the city's librarian he is responsible to the entire community, and must maintain a close relation with all its component parts, its institutions, its individuals, and all its activities; in this sense the librarian becomes something of a diplomat.

These duties—the executive, the administrative, and the diplomatic or civic—are imposed on every librarian, though in varying proportions in different institutions. The smaller the library, the larger is the proportion of time naturally devoted to routine duties, for in a small library the execution of work,

as well as its planning, devolves upon the librarian;³ yet even in the small library the administrator should have always before him a clearly defined plan of community service, and should work consistently for its realization. In a medium-sized library the executive duties require a large part of the librarian's time, and the routine work he must delegate to others; there is some danger that the executive work may absorb all of his time, and that he will be merely the executive officer of the board of trustees, and will neglect his administrative duties. In the large libraries the administrative work of organization and policy-building absorb the greater part of the librarian's time, but he must endeavor to preserve a proper balance between his different duties and to be at the same time an executive, an administrator, and a community leader.

The librarian as executive

The librarian is the chief executive of the library organization. He is appointed to see that the decisions and policies of the board of trustees are carried out, and that all the activities of the library make

³ A library school graduate of several years' standing writes: "We have to serve pretty much as one-man libraries. I have reached a city of 120,000 population and still have to be the head of practically every department except children's work and circulation, and of course these come up to me occasionally. I am supposed to know how to buy, catalog, and issue the books in the cheapest and most efficient manner; how to hire and manage a staff; how to look after and maintain the library building and grounds, and how to finance the whole scheme."

satisfactory progress. In most libraries the trustees delegate to him the exercise of large powers, but he has no authority except that which is conferred upon him by the board. We know of no better outline of the usual powers and duties of a librarian than that contained in Iowa Library Commission Leaflet No. 1, "Shall a free public library be established?" in which the following by-law is recommended for adoption by library boards:

"The librarian shall have charge of the library and reading room and be responsible for the care and preservation of the books and other library property. He shall be responsible for the courtesy and efficiency of the library service; the accessioning, classifying, cataloging and shelving of the books; the enforcement of the rules, the accuracy of the records, the exact amount of moneys received by him from fines and other sources, and the cleanliness and attractive condition of the rooms.

"He shall co-operate with the book committee in recommending books for purchase.

"He shall make a monthly report of the operations of the library, including additions, circulation, number of borrowers, visitors, etc., and shall make such recommendations as shall promote the efficiency of the library.

"He shall prepare an annual report showing as fully as possible the progress of the library during the preceding year, including an inventory of the books,

etc., and shall attend the meetings of the board and assist the secretary in keeping the minutes and accounts.

“He shall discharge such other duties as may be prescribed by the Board, provided that in the performance of his duties he shall not incur debt or liability of any kind without authority from the Board.”

The librarian's first duty is the provision of proper equipment, of carefully selected books, and of an intelligent, competent staff. The whole organization depends so vitally on the people who compose the staff that a librarian's administrative success is measured, not primarily in terms of technical knowledge or technical skill, but in terms of ability to handle intelligently other persons. Many other matters must also have the librarian's attention: standardization of methods; short cuts in routine work; study of costs and budgets; problems of staff grading, of new appointments and promotions, and innumerable other details. But immersion in detail too frequently involves loss of ability to see the entire work from a detached point of view. The satisfactory discharge of all executive duties requires a clear perspective.

The fundamental executive qualifications essential to the success of the library administrator are those which are required of any executive. It is impossible here to discuss them all.⁴ The librarian

⁴ Among the essential qualifications of a good executive mentioned in Tead and Metcalf, *Personnel administration, its principles and practice*, page 138, are:

requires an unusual endowment of sympathetic, affectionate interest in people. His problems are those of close personal relationship with the public, and of more intimate relations with the staff. In the staff he must foster a spirit of cooperation, of mutual interest, mutual responsibility, and continuing devotion to the cause of book service; that harmony of mood and purpose which constitutes what we call morale. In the community he must secure such cordial appreciation and confidence that the people will ever regard the library as an integral part of the city's educational resources.⁵ For all this, a forceful, yet friendly personality is needed.

Furthermore, the librarian must have a well developed scientific trend of mind. He must be able to solve a problem quickly by the analytical approach of a scientific thinker. He must be able, from a body of data based on experience, to draw accurate conclusions. To cope successfully with the complicated problems of library administration he must plan for the future in a distinctly scientific manner. This

“character; creative, sober imagination; sound judgment; courage; a sense of humor; ability to cooperate, to understand men, and to organize; receptivity; courtesy; expert technical knowledge,—these are essential qualifications of the business executive.”

⁵An efficiency expert, in possession of first-hand information concerning the leading libraries of the country, referring to the library which in his opinion renders most complete service to its community, said: “Generous appropriations express the people's estimate of this institution. By a campaign of friendship of over twenty-five years, emanating from the personality of the librarian, who showed an interest akin to affection for every citizen of the place, the library has won the heart of the city.”

requires ability to suppress his own personal feelings in the presence of facts, and to discriminate between fact and opinion. It requires power to adapt his ideals to existing conditions in the interest of constructive improvement. Only from firm and lasting foundations is progress possible.

The librarian as administrator

In his administrative capacity it is primarily the duty of the librarian to think, to plan, and to propose. The board sits in judgment on his propositions, and a wise administrator will always welcome its fair, honest criticism of his plans. For the trustees can see them more nearly as they will appear to the community, and will often be better able than the librarian to evaluate their strong and their weak points, and to discern errors in judgment; and if, on the other hand, the librarian can meet their criticism and convince them of the worth of his proposals, he will have their whole-hearted support against criticism from the public.

Utilizing all possible sources of information, the librarian must develop a clear conception of the functions of a public library. He must then discover practical means for the realization of this conception; that is, he must evolve a working philosophy, in which all details of organization, administration, and service will be relegated to their proper places in the whole scheme. With such a plan constantly before

him, modified or enlarged as newly acquired knowledge or changing conditions may suggest, each experience can be retained and fitted correctly into the pattern, while otherwise its lessons might be lost.

One of the first duties of a newly appointed librarian, especially, is to make a mental survey of the library and of its potential resources and accomplishments. From this survey, utilizing all his training and experience, he must plan a constructive administrative program. In carrying out this program, the librarian should take the initiative, working for its execution little by little, but as rapidly as circumstances may make possible.

For the fulfilment of many of the ideas and plans of the program it may be necessary to wait patiently, and to conduct a quiet campaign of education. But the librarian should not be deterred from his purpose by difficulties. Progress may seem slow, but, if his case is sound, quiet persistence will win. The administrator should possess the qualities of real leadership, relying on a contagious, intelligent enthusiasm rather than on force of argument alone or on the power of authority. That he represents the entire community should be a constant stimulus to deal impartially with everyone; he must not become a part of any faction. He must frequently rise from the routine of executive duties into educational statesmanship, recognizing how much is readily and immediately attainable, and taking advantage of

time and opportunity in further development of his policies. By dealing frankly and honestly with all—with his trustees, the city officials, the press and the public—he can enlist both public sentiment and the trustees in support of his recommendations. But he must often be content to bide his time.

The librarian as diplomat

In many of his relations with the community the librarian must have something of the qualities of a diplomat or statesman. He has rich opportunities to make close contacts between the library and the community: through printed bulletins, newspaper publicity, the annual report, and, more personally, through addresses at public meetings and in personal interviews. He has many opportunities to take a prominent part in community activities. If wisely used, these contacts will be a source of much benefit to the library; if not wisely used, they will be a handicap.⁶

The librarian should know his community, and be able to feel its pulse and to recognize its needs. The community should know the librarian, and believe

⁶ In commenting on the demands made upon a librarian as a leader in community activities, an excellent administrator of a medium-sized library gives this warning: "Keep yourself from falling into that class of public librarians who allow themselves to become known in their communities as 'easy marks' by permitting themselves to be drafted by such outside activities as membership on committees, boy scout councils, local 'drives,' women's club programs, book review clubs, boards of trustees, Rotary club secretaryships, etc., etc., to the sad neglect of their actual jobs and the detriment of their health."

in his integrity and honesty of purpose. One of the most important assets in the prosecution of his work is the confidence of the community in his ability as an administrator and executive. "Outside of ability to provide the material which readers ask for, the greatest factor in molding sentiment is the impression made by those who serve the public and the spirit with which they do their work. This touches practically every phase of library work; training, experience, personality of the staff. A library with a staff selected and organized to work effectively, together with the necessary machinery (for selecting, purchasing, and preparing the books), kept running smoothly and simply, will reflect an atmosphere of helpfulness through all its departments, even those not coming in contact with the public."⁷

Education, training, and experience

He who plans for himself a career as administrator of a large library, or even of a library of medium size, should make his preparation as complete as possible. His fundamental academic education and his special training, supplemented with experience, will in some degree determine his success. A carefully planned college course should be considered an essential foundation for librarianship. To this should be added at least a year of library school training. Some take a second year, and whether it is better to take the two

⁷ Wheeler, J. L. *The library and the community*, p. 98.

years of professional study consecutively, or to have an interval of experience in actual library work between them, is a question which is earnestly supported on either side. Whatever else his professional education gives him, the librarian must acquire an understanding of the structure of society and must appreciate the importance of human contacts. He needs to meet people on their own plane, with sympathetic understanding. He is not a reformer; he is a companion and guide.

Although it can hardly be called an actual requirement for an administrator, travel is important, for it adds to formal education and training, as nothing else can, an appreciation of conditions beyond the horizon. Particularly important is it to visit libraries and observe their conduct. Any effort to acquire information and culture through travel, during the more or less carefree days of undergraduate years or immediately following, will yield untold returns.

After a study of the theory and practice of librarianship comes experience. For a few years it may be desirable to serve in non-administrative positions. The years which are passed as assistant, as branch librarian, or as librarian of a small library, are years in which the effectiveness of general and professional preparation can be doubled. Practically no experience will be without value, and different positions may well be sought in order to obtain variety of experience. There is perhaps need of warning, however,

against a scattering of effort. Too frequent changes of post, made without careful planning, will weaken, rather than strengthen one's professional value.

These early years are the time for professional study. It is of the utmost importance that the librarian keep in touch, through reading and through conferences, with current progress in his field. He may put these early years to good account if he remembers that his subordinate position gives him an opportunity to study administration under experienced leaders. He must learn to accept willingly all duties and all work which lead toward his ultimate goal, and must resolutely reject everything which does not. If possible, he should have practice in public speaking. Ability to write clearly and convincingly is worth cultivating. He should welcome opportunities to meet with practical men of affairs in discussion of general problems, in order that he may not become too academic.

Personal and professional qualifications

To the training and varied experience which are of fundamental importance to a librarian, certain personal qualities must be added if any degree of success is to be achieved. The librarian must be orderly, both in person and in mind; he must be temperate, in speech and in act; he must be honest and square. He must have a good sense of time, that he may transact his business with dispatch, and a good sense

of proportion, that he may see things in their proper relationships. He must have both courtesy of manner and strength of mind. He must resist the lure of the limelight, and the temptation to discuss his own accomplishments. A sense of humor is a saving grace, and will keep him from taking himself too seriously.

He must be alert, and able to get things done. This requires an understanding of human nature, with much personal force and some genuine diplomatic skill. He must know when and how to speak, and when and how to be silent. He must be prepared to accept success without vainglory, and defeat without embitterment. He must keep a level head, that he may not be carried away by some new community enthusiasm or by some clever political trick. He must by all means avoid developing a "grouch" over the situation which confronts him, for a man with a grouch never inspires confidence and is always relatively ineffective.

In discussing "Adult education via leisure and libraries," Dr. Joseph Collins writes (in *The doctor looks at love and life*, p. 275): "Libraries should take a leaf out of the book of Big Business. They are not managed with the open-handedness and efficiency that large institutions require and obtain in this country. When librarians shall be executives or administrators first, and book-lovers second, libraries will be more efficient as purveyors and disseminators of information that the adult who is determined to

be educated is seeking." A somewhat different opinion, that the ideals of the executer should supplement, rather than supplant, the scholarly ideals of other days, is indicated by the following: ". . . the majority of us and the best of us want our status to be professional . . . ; but . . . we can only gain it by increased attention to the cultural subjects, by such untiring work on the part of every one of us that the name 'librarian' shall come to be as synonymous with the name 'scholar' as is that of the best people in the teaching profession. Nor is being a scholar incompatible in any degree with being a person of good sense and keen business ability—it will not be necessary to neglect the routine and details of our business in order to bring ourselves up to the levels I have outlined." (H. L. Kidder, in *Public Libraries*, 29: 127, March 1924.)

Books and print are the professional tools of the librarian. Knowledge of books and skill in their use are acquired only through years of discriminating association with them. Without such knowledge, other qualifications for leadership are weakened or nullified; the librarian must know books, as well as people.⁸ His administration is but a means to an end—the enrichment of living by guiding children in their reading, and by helping maturer minds to

⁸ "If you do not like to read you have no real place in the professional work of a library. If you like people better than books, try, not to like people less, but to like books more." Walter, F. K. (see References at end of chapter), p. 210.

discover new powers and wider horizons, to adapt themselves, intellectually, to their environment, and to utilize their full opportunities. If he does not care for books, and does not believe them a vital necessity to himself and to his city, his executive efforts might better be devoted to some form of commercial work.

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CHAPTER 2

The Librarian and the Trustees

IN the administration of the library the board of trustees and the librarian form a partnership, in which each is indispensable to the other. The board appoints the librarian, and thereby pledges to him its support and assistance. The librarian is the trusted officer of the board, and whatever power and authority he possesses is granted by the board; by his use of this authority he proves himself worthy or unworthy of the board's confidence. Only through the heartiest cooperation of the trustees and the librarian, in all the intimate relations which necessarily exist between them, can the best administration be secured.

It is sometimes argued that a board of trustees is no longer a necessity for a public library. We are reminded that most of the state library laws which require the appointment of a board were enacted before the day of trained librarians, when there was greater need than today for the personal supervision of trustees. Others argue that the board of trustees had its origin when the establishment and maintenance of libraries was regarded chiefly as a matter of private philanthropy, and not as a community responsibility. The tendency of large corporations to lessen the power

of the board of directors and to increase the power of the executive, leads others to argue that public institutions might well follow the same course. Some trustees have themselves remarked that, with an efficient librarian, they generally have little to do with routine, and argue that frequent board meetings require an unnecessary amount of their time and of the librarian's.

Nevertheless, a board of control, in some form, is usually considered essential. The chief exceptions are in the county library system of California, which has also been adopted in several other states, where the libraries are under the control of the county administrative board; and in cities which are under the city manager form of government, where the librarian is responsible to the city manager. In any case, however, there must be some board or some official to whom the librarian is answerable for his conduct of the library.

Two fundamental principles of library administration have immediate bearing on the functions and the mutual relations of the board of control—the trustees, directors, managers, or whatever they may be called—and the librarian. First, it is essential that those in charge of the library shall have a full knowledge and clear understanding of the legal rights and duties of the library and its officers. They should know and understand the provisions of the state constitution, the state laws, the city charter, and the city ordinances, relating to libraries in general and

particularly to their own library. This is as fundamentally important for the governing board as it is for the librarian. Second, it is essential that both the governing board and the librarian shall have a full understanding of their own prerogatives and functions, and of those which belong to the other, for both have very definite duties to perform in the administration of the library.

Functions of the board

As the legal representative of the library, the board is vested with whatever powers and duties the people have delegated to it by law; powers and duties which could not be given to the librarian, employed as an executive officer, but which can be conferred by the people on a board lawfully chosen to represent them. The board is concerned particularly with the control of funds; by whatever name it may be called, it is primarily a board of *trustees*. It is charged with the duty of securing from the municipal authorities an adequate annual appropriation, or from the electors an adequate tax levy. Within the limits of the library's income it must determine the amount that may be spent for books, for salaries, and for general administrative purposes. It is responsible for the wise investment and use of trust funds. As trustees of valuable property, whether in real estate and buildings or in securities, the board must sometimes make decisions which may involve the possibility of litiga-

tion. For this reason the board of a large library frequently has a law committee, among its standing committees, to which such matters may be referred, and it is always well to take no action, the legality of which may be questionable, without consulting the city attorney.

The board also determines the policies of the library, guiding and controlling its progress. It determines the agencies and paths of action, and then delegates this action to others, holding the librarian responsible for the proper performance of the library's work in accordance with the adopted policies. Thus the board is a board of directors, as well as a board of trustees. A board of "managers," literally, it should never be. The members are charged with the duty of ensuring a good return to the community for the money spent; they should see that a proper relation is maintained between expenditures for books and for administration; that the library provides wholesome recreation for the reading public, and at the same time tends to raise the educational standards of the community. But they should concern themselves with results, rather than with methods, and should leave to the librarian the duty of attaining the desired results. If he proves incapable of satisfactorily directing the work of the library, they should employ another in his place rather than disorganize the whole institution by themselves undertaking administrative management.

The board represents the entire community, and presumably is expected by the community to make the library an efficient agency for public education and recreation. It need hardly be said that the idea of "spoils,"—political, personal, social, or religious,—has no place in library management. The trustees, however, have many opportunities, through their acquaintances and affiliations, to enlighten citizens concerning the library's work and needs; they have it in their power to gain for the library good friends, who may some day give tangible evidence of their interest.

Trustees sometimes suffer from one of two ills: indifference, or over-zealous attention to details of administration. It is a wise chairman who can prevent these ills from manifesting themselves, and it is an unfortunate librarian whose chairman lacks this wisdom. To the over-zealous trustee it should be made clear that his interest is appreciated, but that the librarian, as the library's executive, cannot resign his duties or surrender his prerogatives to a trustee; if possible, a way should be found by which the mis-directed interest and activity may be guided into useful channels. For the indifferent trustee, a campaign of education is the best remedy. Without burdening them unnecessarily with small details, the librarian should keep the board members fully informed concerning all that the library is doing. The best informed board of trustees I have met is one whose members know every member of the staff, and

can talk intimately and intelligently about the library's work as a whole and the work of individual assistants, without a suggestion of interference in administration. This is due to the fact that the librarian has made the personal relationship of the trustees to himself and his staff a vital part of their relationship to the institution.

Functions of the librarian

The executive duties of the librarian, as the administrative head of the library, have been discussed in Chapter I. Since he is responsible to the board for the execution of the adopted policies, and for the proper performance of the library's work and the fulfilment of its purposes, he should have a free hand in developing and directing its internal and technical administration. This should include the power of appointing, promoting, and if necessary dismissing his assistants, subject to the approval of the board. Many librarians insist that this power should be absolute, without reference to the board, arguing that the responsibility which is theirs must be accompanied by unquestioned control of their assistants. There is much strength in this argument. But with the right kind of trustees the librarian will lose nothing by having his appointive power subject to the "advice and consent" of the board, and this advice and consent will be a source of strength, not a handicap. With the wrong kind of trustees, it is usu-

ally easier to gain approval in advance than to win their later support; no by-law could give a librarian so supreme a power that the wrong kind of trustee might not seek to use his personal influence for or against an appointment, and the librarian can more safely rely on the board's cooperation than on his own supposedly unquestioned authority.

Both the trustees and the librarian should realize that the board is the supreme authority. The librarian is responsible directly to the board; and, through the board, to the community. A librarian whose administration is preeminent because of the splendid cooperation between the trustees and himself has acted on this principle: "Library trustees serve without pay; they accept appointment to the board because it is regarded as an honor, and because they are interested in the library; therefore the librarian, even though at some inconvenience and delay, should always consult with his trustees before taking action in any matter in which they might like to be consulted. There is no sharp dividing line between the functions of the librarian and the functions of the trustees; the only fundamental rule is the rule of mutual consideration. We cannot have men and women, either as trustees or as librarians, unless it is understood that responsibility goes with the job."

Occasional personal interviews with the trustees individually may be productive of much good. All trustees like to be informed concerning the progress

of the library's work and the development of new projects, and from the trustees, individually as well as collectively, the librarian may obtain many suggestions for improvement and expansion of the library's service. Under no circumstances, however, should the librarian attempt to secure pledges of support on measures which are to be acted upon by the board. All matters requiring action should be presented to the board as a whole, or to the appropriate committee, and nothing even remotely suggesting politics should enter into the librarian's relations with his trustees.

Constitution of the board

In all but a very few of the states the law regulating the establishment and maintenance of public libraries prescribes in detail the method by which the trustees shall be chosen. Many different methods are current in different states, and often, within the same state, in municipalities of different classes or in public libraries of different forms of organization (city, town, county, township, etc.).

The most common method of appointment in cities is either by the mayor (usually subject to confirmation by the council) or by the city council; in villages and towns, likewise, the appointments are usually made by the village board of trustees or the town board. In several states, however, particularly in New England, the law provides that in towns, vil-

lages and townships the board shall be elected by vote of the people, either at "town meeting" or at a general or special election. In a few states the members are appointed by the board of education or school board, by the township supervisors, or by other boards or officials designated by the law.

"School district" public libraries, organized on the basis of the school district instead of the city or town, may be under the control of the district board of trustees, the school board, or a separate library board; if a separate library board is chosen, the members are usually appointed by the school board, but in at least one state they are elected by the people.

County library boards in most states are appointed either by the administrative board of the county or by various county officials; in California, and several states which have patterned their county libraries after the California system, the libraries are directly under the supervision of the board of county supervisors.¹

In many cities the board fills its own vacancies, and is therefore self-perpetuating. Nearly all of these libraries, however, are private corporations which give public service under contract with the city, for which they receive an appropriation from the public funds. In only one state is the self-perpetuating board pro-

¹ For summaries of the laws relating to library boards and to the establishment and administration of public libraries, see *A survey of libraries in the United States* (American Library Association, 1926-27), volume 2, part 3.

vided for by the law governing public libraries in general.

The laws of several states provide that one or more members of the municipal government (usually the mayor) shall be *ex officio* members of the library board. In several other states the law stipulates that no member of the municipal government shall be eligible for the office of library trustee, and in several others not more than one member of the city council, or corresponding body, may be a member of the library board. The laws of some states provide that the superintendent of schools or some other school official shall be *ex officio* a member of the library board; in nearly as many others, no school trustee or official is eligible for appointment.

It is generally agreed, among librarians, that a small board is more efficient than a large one. There is little agreement, however, in the laws of the different states; the usual number is from three to seven, but many of the states have laws which provide for eight, nine, or even as many as twelve members. Some boards have been formed on the principle, more or less openly recognized, that the members should be representative of different elements of the community. Too large a number, however, does not encourage team work, or a feeling of individual responsibility, and a board that is too small is likely to be dominated by one member, and is frequently handicapped by failure to secure a quorum at its meetings.

In a small town five is perhaps the best number, and in a city, either five or seven.

The term of office of the trustees varies from two to six years, but in most states is either three, four, or five years. Since the trustees of a public library are public officers, even though they serve without remuneration, a too-long term of service, without reelection or reappointment, would be undesirable. Usually a certain number of terms expire each year, the number being proportioned to the whole number of members and the length of term, so that a majority of the members will never go out of office in the same year. This ensures stability and continuity of management. In most libraries the board elects its own president and other officers annually.

The ideal board is one which is sufficiently well-balanced to provide as many contacts as possible with the various interests and activities of the community. It should be composed of men, or of men and women, who are experienced and capable in business affairs, and effective in their contact with people. It is not necessary that every trustee should be a person of great learning, or even of extensive reading. Every trustee should, however, feel deeply the value of the public library as a part of the educational system of the community. He should understand the fundamental principles underlying successful library administration, and should have moral strength to resist outside pressure for the appoint-

ment of unqualified employees; he should be well known and well liked, that he may have the confidence of the public, and should be broad enough to serve impartially all classes of the community; he must be public-spirited enough to serve without pay, and conscientious enough to recognize the obligations involved in his acceptance of the appointment.

The organization of the board may be determined partly by the size and the nature of the library. There is always a need, of course, for a president, a secretary, and—unless all money is disbursed by the city or town disbursing officer—a treasurer. It is generally conceded, however, that the simpler the organization of the board, and the fewer the committees, the more expeditious will be the transaction of business.

Board meetings

It is obvious that without regular meetings of the trustees the library cannot be properly administered, and provision should be made in the by-laws for regular meetings at stated times, and also for an "annual" meeting at which officers shall be elected. In most libraries the best results will come from monthly meetings, with special meetings, called in accordance with the by-laws, held occasionally if required by emergency. More frequent meetings are both unnecessary and undesirable, and less frequent

meetings will not keep the trustees in close touch with the library's work and needs.

The fact that the by-laws appoint the time for regular meetings should not be relied upon to assure attendance. It is customary for the librarian, who in many libraries serves as the secretary of the board, to send each member a postal notice at least a week in advance, stating the time and place of the meeting, and giving any other information which the president may wish to have included. In some libraries a reply postal card is sent, on which each member is requested to state whether or not he plans to be present. On the day of the meeting it is well for the librarian to telephone each member, to remind him of the hour for which the meeting is called; in this way it is often possible to secure a quorum which might otherwise be lacking. This procedure also guards against the possibility that a meeting of the board may be held without the advance knowledge of every member; for any part of the board to meet informally, either as a board or in caucus, is an irregularity for which there can be no valid excuse.

It is often difficult to secure the attendance of city officials who are *ex officio* members of the board. Some librarians send to such officials a statement of all important proceedings at the meetings of the board, in order that when the budget or the tax levy is under consideration they may be well informed concerning the library's needs. Of the appointed or

elected trustees it is not too much to expect that they will regard all meetings of the board as definite engagements, to have precedence, so far as possible, over all others. In several states the law provides that absence, without valid excuse, from a specified number of consecutive meetings, will render a trustee's office vacant. Similar provision has been made in some cities, by or with the approval of the city council.

That the librarian should attend all meetings of the board, and all committee meetings, is a principle so generally observed that it may be regarded as an unwritten law. Certainly no other practice would be consistent with either harmony or efficiency of administration, or with the librarian's position as the executive head of the library. At each meeting the librarian should present a full report concerning the work of the library, and should submit for consideration, with his recommendations, all matters which require action by the board. He should plan in advance every detail, anticipate every emergency, have at hand any reports or other information that may be required, and be prepared to give his well considered advice on any matter discussed. Successful meetings are impossible without careful planning and preparation. All matters brought up for discussion should be so clearly stated that the board can readily understand what they are asked to consider, and can vote intelligently. All statements should be concise and direct, discriminating between principles or policies

and details. The trustees may require information as to how a policy can be executed, but such details can be better presented upon demand than when the entire proposal is presented.

The preparation of the material which is to be brought before the board depends somewhat upon the size of the board and the method of procedure which it has adopted. In some libraries everything is brought first before the entire board, and any matters that are thought to require consideration by a committee are referred by the board to the proper standing committee or to a special committee appointed for the purpose, either with power to act or with instructions to report at a later meeting. In other libraries the librarian has authority to present matters to the proper committees, in advance of the board meeting, and the committees may then report to the board with their recommendations. This method of procedure is an effective timesaver.

For every meeting of the board the librarian should prepare a program of the things which are to be done, and a copy of the "agenda" should be given to the chairman, and another to the secretary. No matter how large or how small the board may be, the meetings should be conducted with punctuality, definite routine, businesslike procedure, and prompt adjournment. There must be a definite "order of business," which is usually determined by the by-laws. For example:

ORDER OF BUSINESS

Roll call
Reading of minutes
Communications
Treasurer's report
Librarian's report
Reports of committees
Election of officers (at annual meeting)
Unfinished business
New business
Adjournment

Under "communications" may be included such matters as letters from the mayor, or other city officials, regarding appropriations and funds, hearings on budgets, appointment of new members of the board, etc.; petitions from citizens for the establishment of branches; and any communications that have previously been presented to committees of the board and have been referred back to the entire board.

Committees

The committees which are most common are committees on books, on building, and on finance; and either an administration committee or an executive committee or both. There is no uniformity, however, in the names of committees, in the extent of their activity, or in the method of their organization and work, and no outline of committee organization can

be made which will fit all libraries. The following outline represents fairly well the general nature of the duties most often assigned to the committees named:

The book committee may report to the board the amount expended since the last meeting for books (usually including periodicals and binding, unless these are under separate committees), and the amount still remaining for this item under the apportionment of the budget; also the total number of volumes which have been presented to the library since the last meeting, perhaps reporting separately the number of bound volumes, unbound volumes, and pamphlets; any especially noteworthy acquisitions, received through purchase or by gift, may receive individual mention. Beside these more or less perfunctory reports, all recommendations pertaining to the book fund and the book collection logically come from this committee. Actual discussion of proposed purchases, the approval of titles recommended, and the rejection of titles which are thought undesirable, are usually completed at the meetings of the book committee, which then reports its recommendations to the board for final action.

All matters pertaining to the construction or maintenance of the library buildings are naturally under the supervision of the building committee, or the committee on building and grounds: architect's plans, bids and contracts for construction, repairs,

rental of quarters for branches which do not occupy buildings owned by the city, etc.

To the finance committee are ordinarily referred all matters of policy pertaining in any way to the library's income and expenditures: the preparation of the budget estimates for submission to the city authorities, the apportionment of the available funds among the different items, the investment of endowment funds, and the auditing of library accounts.

The functions of the administration committee and the executive committee are less obvious and less easily defined. In many of the small- and medium-sized libraries these committees are merged into one, or dispensed with altogether; in the latter case, recommendations on matters of administration are made directly to the board by the librarian. In larger libraries, where there is more likely to be need of both an administration committee and an executive committee, the division of duties is, in general, along the following lines: The administration committee reports, and makes recommendations, on all matters of importance affecting the administration of the library—its service to the public, the rules governing use of its buildings and collections, the establishment of new branches, and all matters pertaining to the staff, including appointments, resignations, dismissals, leaves of absence, salary increases, etc. The executive committee concerns itself primarily with

the details of financial administration—the approval of the budget, the expenditure of funds within the authorized limitations, and the approval of recommendations of the administration committee regarding staff appointments, promotions, salary increases, or other matters which involve the expenditure of funds.

It must be remembered, however, that there is very little uniformity, among libraries in general, in regard to the number of committees and their functions, or the extent to which their functions are delegated by them to the librarian. Very often the provisions of the by-laws which outline the duties of committees are allowed to become non-operative except in matters which may be specifically referred, by the librarian or by the board, for committee consideration. It may seem desirable, for example, for the selection of all books to be, nominally, the care of the book committee, but in practice the committee's exercise of this prerogative may be very perfunctory except in occasional cases. A practice which is followed in many libraries, in referring to committees only such matters as require special consideration, is illustrated by the following report of one librarian's practice. "We formerly had regular meetings of the book committee every month. At each meeting I laboriously discussed every new adult title which I recommended. (It was understood, so far as juveniles were concerned, that we

should purchase only classics, and such new titles as were recommended by good library authorities.) After several years this procedure was given up, as unnecessary and undesirable, and I now consult the book committee only on special occasions. Every month I submit to each member, for approval, a typewritten list of books which I propose to recommend at the next meeting of the board. If any member of the committee objects to any book on the list, or wishes to recommend other books which are not on the list, he does so at the meeting of the board.”

Minutes of board meetings

Careful minutes of every meeting of the board should be kept, in order that there may be an authoritative official record of all discussions, decisions, and acts. The minutes are ordinarily written by the secretary of the board, who, as already stated, is often the librarian. The minutes should record the names of all members present, inserting at the proper point mention of the arrival of anyone not present when the meeting was called to order; should note the reading and acceptance of the minutes of the preceding meeting, including a record of any additions or corrections ordered made in those minutes as read; should state carefully the substance of all communications, reports, and recommendations, and should record all motions and resolutions in the exact

form in which they are offered, and the vote on each. If the vote is not unanimous, the minutes should record the names of those voting "aye" and those voting "no."

Great care should be taken to have the minutes accurate in all these respects, and full enough to avoid any possible ambiguity and misunderstanding at some later time. When read and confirmed at the next meeting of the board, the minutes become the official record of all discussion and action, and will be the court of last appeal if any question should ever be raised as to who was present at a particular meeting, what motions or resolutions were offered, and how each member voted. If the work of the board is divided among committees, and the committee meetings are frequent and important, it is desirable to have a record book for each committee, in which the minutes of its meetings may be kept.

After each meeting, every person who is in any way affected by any action of the board should at once be notified of such action in writing, and a copy of the letter should be carefully preserved in the correspondence files.

The by-laws of the Syracuse (N. Y.) Public Library are presented here in full, as fairly typical of the organization of many library boards. The board is composed of five appointed members and two *ex-officio* members, the mayor, and the superintendent of schools.

ARTICLE I

OFFICERS

The officers of the board shall be a president and a clerk.

The president shall preside at all meetings of the board and shall appoint all standing committees. The president shall have general supervision of all matters pertaining to the library, except as otherwise provided by law or by these By-Laws, or by action of the board. The president has authority to countersign checks.

The clerk shall keep a faithful record of the proceedings of the board, shall give due notice of all meetings, and shall perform such other duties as may properly belong to his office or be delegated to him by the president or by action of the board. The clerk has authority to sign checks for the payment of indebtedness whenever authorized by the committee on finance.

ARTICLE II

MEETINGS

The regular meetings of the board shall be held on the second or third Thursday of each month at 4:00 P.M. in the main library building.

Three appointed members shall constitute a quorum.

The meeting in October shall be the annual meeting, at which the officers shall be elected, and the committees named by the president.

The term of service of all committees shall be for one year.

Special meetings may be called by the president upon the written request of three trustees; and, in the absence of the president, a special meeting shall be called at any time by the clerk, upon the written request of three trustees.

In the absence of the president at any regular or special meeting, the meeting shall be presided over by one of the trustees present, who shall be chosen by the meeting for that purpose. In the absence of the clerk the meeting shall choose a temporary clerk.

ARTICLE III

ORDER OF BUSINESS AT ALL REGULAR MEETINGS

1. Reading of the minutes of the last meeting and action thereon.
2. Report of librarian.
3. Reports of committees.
4. Unfinished business.
5. New business.

ARTICLE IV

COMMITTEES

There shall be three standing committees of the board as follows:

A committee on finance, consisting of three members.

A committee on books, consisting of two of the appointed members of the board of trustees and the librarian.

A committee on buildings and grounds, which shall consist of at least two appointed members of the board, and may, at the option of the president, include an ex-officio member.

The committee on finance shall have supervision of all moneys belonging to the library. It shall prepare and present to the board at the annual meeting in each year a statement for the annual budget, shall examine all vouchers and accounts and audit the same and shall suggest ways and means for increasing the income of the library. Whenever a bill has been audited the names of at least two members of the committee shall appear thereon. All moneys deposited with the city treasurer shall be paid out by order of the board after audit by the finance committee upon checks signed by the clerk or librarian and countersigned by the president, or by any member of the finance committee. The finance committee shall at each monthly meeting present a statement of the financial condition of the board.

The committee on books shall have charge of the selection, purchase, and binding of all books and periodicals, the arrangement and cataloguing of the same, the organization of work in the library and reading rooms and other details of the management of the library.

The committee on buildings and grounds shall have charge of all matters relating to the repair, alteration, furnishing, heating, lighting and sanitation of the buildings and care of the grounds.

The chairman of the committee on buildings and grounds and the chairman of the committee on finance shall have entire charge of the insuring of all library property.

ARTICLE V

DUTIES OF THE LIBRARIAN

It shall be the duty of the librarian to have general charge of the library and of all its branches under the direction of the president and of the board. He shall certify to bills incurred, make a monthly and annual report to the board and under the direction of the committee on books he shall purchase books for the library.

He shall be responsible to the board for the care of the library property and for the proper discharge of their duties by all employees.

He shall, unless absent or incapacitated, attend all meetings of the board, except executive sessions.

ARTICLE VI

GIFTS

All gifts to the library, of either moneys or securities, shall be deposited in such bank as

may be designated by the board and shall be subject to checks signed by officers of the board in the same manner as checks are drawn against the appropriated funds of the board in the regular course of business. All gifts of property, other than moneys or securities, shall be held or disposed of as may be directed by the board.

ARTICLE VII

AMENDMENTS

These By-Laws may be amended at any regular meeting of the board at which a quorum is present, by a unanimous vote of the members present. They may also be amended by a majority vote at a regular meeting, provided notice of the proposed amendment and of the language thereof, has been given at the last preceding regular meeting.

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CHAPTER 3

Finances

UPON the board of trustees, primarily, rests the responsibility of securing sufficient money for the proper administration and development of the library. The librarian, however, shares this responsibility, because he has a large part in the planning and the execution of the library's program, and because adequate appropriations are not to be expected unless the administration of the library is efficient and successful.

To achieve the best possible results with the available resources; to win the confidence of the trustees, the city officials, and the public; and to quiet the opposition of the ever-present minority who are not in sympathy with tax-supported libraries, the librarian must be as well versed in the financial administration of a library as in its technical administration. He must be familiar with all the provisions of law concerning the support of public libraries and the expenditure of their funds. He must know all the sources of the library's income, and the amount derived from each source; the methods of apportionment of the funds, and the amount allotted for each item on the budget. He must be able to forecast the needs of the future, and be prepared to justify each year's

budget estimates on the basis of these needs and of preceding budgets. He should know how much money is allotted by the city to other departments and should know something of the needs and the plans of those departments, that he may know whether the library is receiving a just proportion of the city's revenue, and that he may not choose unpropitious times for urging extensive expansion of the library's service. For the same reasons, he should know the financial resources and prospects of the city: its bonded indebtedness, its tax rate, its method of assessment, and the relation between assessed value and market value. And on the basis of all this information he should seek to advance the library's program in proportion to the ability of the community to supply the needed funds.

Public libraries will probably never have entirely adequate financial support, because the demands upon them are always increasing. This is both natural and desirable¹. Most libraries have only begun to do many of the important things for their communities which it is within their province to do, and

¹ "The present-day budget must do more than take care of the library wants now existent in any community. It must do more than pay the mere overhead expenses of existing buildings and replace wastage and loss by use. A library whose service and use does not expand more rapidly than the increase in population in that community is a library that lacks vision—whether the blame is the librarian's or the Board's or both. The library budget must be ample to help create new wants and to satisfy these new wants when so created." (Heffelfinger, J. B. "The library revenue—how much and how to get it," in *Public Libraries*, 28:119, March, 1923.)

which many other libraries are doing. The librarian, never fully satisfied with what has been accomplished, should keep his trustees informed concerning the need for additional activities, what they would cost, and what they would mean to the community. He must likewise keep before them the ever-growing needs of the current activities. He must see that the salaries are proportionate to the salaries paid for similar positions in other libraries, in order to keep his staff intact. He must be able to show the trustees and the city, when asking for increased funds, that his administration of the library is economical and efficient, and that it is not losing opportunities for service which are within its present power.

Support from public funds

The main income of practically all free public libraries consists of funds derived from taxation. These funds may be granted as an appropriation, made annually by the municipal authorities, or may be derived from a direct tax levy, in accordance with the method prescribed by the law of the state.

If an annual appropriation is made, from public funds not otherwise appropriated, it is customary for the trustees to submit budget estimates each year, setting forth the needs of the library in itemized statements. Sometimes, but by no means always, the trustees are given an opportunity to appear before the appropriating body in support of their estimates.

The amount appropriated, however, is determined by the municipal authorities; much time and energy are consumed in the preparation and presentation of the estimates, and in the endeavor to convince the necessary officials that the library needs the full amount requested; and the amount appropriated may be to some extent influenced by political considerations.

For these reasons most librarians consider the direct tax levy preferable to the annual appropriation. In the states where the direct tax is authorized, the law provides that municipalities may levy a tax for the establishment and maintenance of public libraries; usually a maximum is established, by specifying the number of mills or fractions of a mill, on each dollar of the assessed value of all taxable property, that may be levied for this purpose; in several states the law establishes also a minimum levy that shall be made for the support of all libraries established under the provisions of the law. Under the tax levy system, when the taxes are collected the specified proportion of the whole amount becomes available for the library. As the city grows and the valuation of property increases, the library's income increases proportionately.

The precise amount of the levy, however, within the limits defined by the law, is determined by the municipal officers. Some librarians hold that public libraries cannot be put upon a sound financial basis until power is given to the board of library trustees to

determine the amount of the levy for library purposes.² Such power is given in some states to the board of education. These librarians argue that the trustees are better informed than anyone else concerning the needs of the library and the opportunities for extending its service; and that they are generally public-spirited citizens, who are interested in keeping taxes down, and are insistent on the community's receiving full value for all money expended.

"What is an adequate revenue for a public library?" is a question which is very frequently asked, but which cannot be easily answered. Many attempts have been made to devise a "measuring stick," with which the expenditures and the service of one library may be accurately compared with the expenditures and the service of others. None of these attempts has been entirely successful, and no standards or methods of comparison have yet received recognition as a final authority. Every library presents many complications and varying conditions. There are, indeed, certain fundamental principles, for income and for service, which apply rather uniformly to all libraries, large or small. We should learn to apply these principles so far as they are valid, and we shall often find comparisons helpful, but we must avoid drawing from them erroneous conclusions. It is impossible to construct any formula which will precisely evaluate the work of any

²In at least one state, Indiana, library boards do levy taxes.

library, or indicate which of two libraries is the better. " . . . he who looks for any single criterion, no matter how based or fortified, for estimating library service is as foolish as he who should attempt to gauge the character or achievements of a man by some one particular result or ability."³

Probably the most generally accepted of all recommendations as to what is an adequate revenue, is the recommendation made several years ago by the Committee on Library Revenue, of the American Library Association, and formally adopted by the Association. This expresses the belief that "one dollar per capita of the population of the community served is a reasonable minimum annual revenue for the library in a community desiring to maintain a good modern public library system with trained librarians." The Ontario Public Libraries Act of 1920 provides that a library board may cause a tax to be levied at a rate that will yield fifty cents per capita of the population of the constituency to be served, and that the municipal council may increase the rate. Commenting on this act, W. O. Carson, the Provincial Inspector of Public Libraries of Ontario said: "We believe that our *principle* of taxation will stand the test of time, and that the libraries will advance in merit and the public will derive increasing benefit. It is our hope that our people will want library service far in advance of present-day

³Bostwick, A. E. The American public library, p. 28.

demands, and that when a higher per capita income from taxation is required it shall be granted by our legislators with the same good will that characterized their attitude toward fifty cents per capita."⁴

In determining the proper amount of income for the library, it is helpful to study the classified disbursements of the local municipal budget. From these it may be learned just what proportions of the total amount raised by taxation go to each of the several civic objects which receive public money.

These objects are classified as follows in the biennial reports giving financial statistics of cities, issued by the United States Census Bureau: general government; protection to person and property; health and sanitation; highways; charities, hospitals, and corrections; schools; libraries; recreation; miscellaneous. According to the report covering the fiscal year 1924, in all cities of the United States above 30,000 in population the apportionment of municipal expenditures for these different objects was as follows:⁵

General government	8.5 per cent.
Protection to person and property	19.9 per cent.
Health and sanitation	10.0 per cent.
Highways	8.6 per cent.
Charities, hospitals, and corrections	5.9 per cent.
Schools	38.0 per cent.
Libraries	1.2 per cent.
Recreation	3.2 per cent.
Miscellaneous	4.7 per cent.

⁴ A. L. A. Bulletin, 15:126-28, July, 1921.

⁵ Figures are taken from U. S. Census Bureau, Financial statistics of cities having a population of over 30,000; 1924, Wash., 1926, p. 42.

Thus in these communities libraries received, on an average, 14.1 per cent of the amount spent for local government; 6.03 per cent of the amount spent for fire and police protection; 12 per cent of the amount spent for health and sanitation; 13.9 per cent of the amount spent for highways; 20.3 per cent of the amount spent for charities, hospitals, and corrections; 3.1 per cent of the amount spent for schools; and 37.5 per cent of the amount spent for recreation.

In some states the law provides that a certain amount of aid from state funds may be granted, through the library commission or the state library, to public libraries. This aid may take the form of a small sum given to any town establishing a free public library, or of an annual grant of a specified amount of money. The annual grant is usually conditional on the maintenance of a certain standard of service, and on the appropriation by the city or town of an amount, equal to the state's grant, for the purchase of books. "In no case has the subsidy been large enough to be of any material benefit or to act as a considerable incentive to library development, though it has perhaps had some little effect in giving the state library some authority over local institutions as the subsidy could be withheld in case the library did not reach a certain standard. . . state aid is only useful if sufficient in amount to be a real incentive. . . . It ought logically to come with com-

pulsory legislation for library establishment. . . the state has not reached the same point in its conception of responsibility for library development as it has for schools, but . . . if the school analogy holds, compulsory laws and state subsidies will eventually come.”⁶

Money received by the library, in the course of its daily work, from fines for overdue books, payment for lost or damaged books, and similar sources, is sometimes retained by the library and used for such purposes as the trustees may direct; more often it is turned over to the city treasurer, monthly or at other regular times, and is credited to the library funds so that it is available as a supplement to the library's appropriations; in some cities, however, it is credited by the treasurer to the city's general funds, and is not available for library purposes unless by special appropriation. In cities where the library is maintained by annual appropriations, rather than by a fixed tax levy, the estimated receipts from fines and other sources are frequently taken into account by the city in making its appropriation.

Endowment funds

The demands made upon a progressive library, and the opportunities for constantly enlarging service, are always far in excess of the service which can be

⁶Hirshberg, H. S. "The state's responsibility for library service" (see References at end of chapter), p. 656.

financed from public funds. Endowments, therefore, are always a welcome addition to the funds derived from taxation, and it is desirable to keep this need before the public. Some of the large libraries, indeed, have frankly embarked on a policy of systematically seeking endowments, and also of inviting gifts of money in large or small amounts. In all such appeals it should be made clear that the increase of the library's revenue through gifts or endowments does not lessen the need for liberal support from the public funds. It is desirable, too, in advertising the need of endowment, to suggest the exact form of bequest which should be used in order to ensure a proper execution of the testator's intention. One of the safest methods of providing for the future through an endowment is to bequeath the money to the city or to the trustees of the library on condition that it be invested, and that the interest be devoted to the general needs of the library or to such specific purposes as the testator may desire to prescribe.

The investment and the expenditure of endowment funds are usually determined by the trustees. Such investments are generally limited by law to the purchase of guaranteed mortgages on real estate and the purchase of government, state, and municipal bonds and the bonds of certain public utility corporations. In making investments, the trustees should, of course, secure the largest possible return consistent with safety, but safety is vastly more important than the

rate of interest. It is desirable to engage the services and secure the advice of an established, conservative investment firm, and to be guided very largely by this firm's advice. Local investments should not be favored, as a rule, unless, in the opinion of the financial advisers, they appear quite equal to other securities in safety and in amount of return. Most boards very wisely make it a rule never to invest library money in any business or any property in which any trustee has a private interest.⁷

It may seem unnecessary to urge the importance of keeping all securities, and other valuable records and documents, in a safe deposit box, but experience with trustees of libraries in many small towns shows that this caution is necessary.

The budget

If the library receives its money from the city through annual appropriations, a more or less detailed budget is usually required by the appropriating body. The form of this budget, or statement of estimated receipts and expenses, will depend largely on the amount of detail required by the city, and on the classification of the library's receipts and expenditures adopted for the municipal accounting system. But regardless of the city's requirements, the library should be operated on a carefully planned

⁷As a corollary to this, we may add that the board should never purchase books, supplies, insurance, etc., from or through members of the board.

system of budgeting. Each year the probable receipts of the coming year should be estimated as closely as possible, and a definite amount should be allotted for expenditures for salaries, books, building maintenance, and all other items. Such procedure is required in the interest of wise planning, efficient administration, and strict accountability. If the budget is carefully worked out and rigidly adhered to, with changes made by the trustees only as unforeseen circumstances may necessitate, the possibility of spending a disproportionate amount of money on any item will be avoided.

If the library is dependent on annual appropriations from the city, the budget estimates first prepared may have to be revised to make the actual budget come within the amount granted. To "pad" the budget estimates, however, by asking for more than is expected and needed on the supposition that the full amount asked for will not be granted, is unethical and unsound, and contrary to the whole principle of the budget. No amounts should be asked for, for any item, that cannot be reasonably expected and conscientiously justified.

The necessary first step in adoption of a budget system is the determination of the items which shall be separately recognized. For instance, shall books, periodicals, and binding occupy three places in the budget, or shall one item cover them all? Shall the salaries of the professional staff, the clerical force,

and the building force be provided for separately, or combined under one item covering all salaries? Too many separate divisions may be a source of unnecessary intricacy, and may require frequent re-adjustment of the budget. On the other hand, if the items are too few the budget will fail in its purpose by not recording expenditures in sufficient detail to permit intelligent analysis. Many libraries have adopted the classification of receipts and expenditures given on the "Revised form for public library statistics" (Figure 1) on which the American Library Association attempts every year to secure uniform statistics from as many libraries as possible. This course has much to commend it. The form is more nearly standard than any other; it was adopted after careful study by a committee, and is at least reasonably successful in including the essential and omitting the unessential; its general adoption would bring us considerably nearer the long-sought goal of uniformity in statistics; and the data requested by the A. L. A. can be readily compiled from the library's official records if no reclassification is needed.⁸

Expenditures

In apportioning expenditures, standards are highly desirable, though a uniform, arbitrary standard that is applicable to all libraries is hardly a possibility.

⁸For a discussion of budget items and subdivisions consult Thomson, O. R. H. (see References at end of chapter), p. 15-17.

FINANCE

RECEIPTS FROM						
Local taxation	\$					
County appropriation						
State grants						
Invested funds						
Membership fees						
Fines and sale of publications.....						
Duplicate pay collection.....						
Gifts						
Interest on deposits.....						
Other sources (if extraordinary, enumerate and state objects).....				\$		
Unexpended balance from previous year...	\$					
Total				\$		
PAYMENTS FOR						
<i>Maintenance</i>						
1. Library Operating Expenses						
Librarians' salaries	\$					
Books						
Periodicals						
Binding						
Supplies, stationery, printing, etc....						
Furniture, equipment, etc.....						
Telephone, postage, freight, express						
Other items				\$		
Total						
2. Building operating expense						
Janitors, mechanics, wages, etc.....	\$					
Cleaning supplies and equipment....						
Building repairs and minor altera- tions						
Rent						
Heat and light.....				\$		
Other items						
Total maintenance expense.....						
<i>Extraordinary Expenses</i>						
Sites	\$					
New Buildings						
Additions to Buildings.....						
Other unusual expenses.....						
Total expenses.....						
Unexpended balance.....						
Grand total.....				\$		

* Maintenance expenditure per capita.....cents

** Divide total maintenance expense (excluding "Extraordinary Expenses") by population served, carrying computations for expenditures per capita to two decimal places.

FIGURE I

A. L. A. Revised Form for Public Library Statistics—Finance.

In *Reasonable budgets for public libraries* (American Library Association, 1925), O. R. Howard Thomson recommends that the apportionment should be approximately as follows, in a city of 30,000 population with a library revenue of one dollar per capita: Books (including periodicals and binding), 22 per cent; building charges, 13.6 per cent; stations expense, 1.9 per cent; administrative and miscellaneous, 5.2 per cent; salaries, 53.5 per cent; emergency, 3.8 per cent. The same writer adds: "Examination of reports of the actual expenditures in libraries in a large number of cities affords full warrant for the statement that the percentages of the total expenditures assigned to the various items of the budget suggested for a city of 30,000 population would hold good for the average free public circulating library in cities above 20,000 and below 1,000,000 in population."

The actual expenditures of the public libraries of New York State, as printed in *New York Libraries*, 10:26 (November, 1925), compares rather closely with this apportionment:

PER CENT OF TOTAL INCOME
APPLIED TO SALARIES AND BOOKS

	Salaries	Books
Cities over 20,000 population.....	58	18
Cities and villages, 5,000-20,000.....	46	20
Villages between 2,000 and 5,000.....	38.6	22
Villages between 1,000 and 2,000.....	29	24
Villages between 500 and 1,000.....	29	25.6
Hamlets under 500.....	30	35

Many of the state library commissions compile annual tables showing the percentage expenditures of the libraries of the state for salaries, books, and other items. In *A survey of libraries in the United States* (American Library Association, 1926-27, 1: 31-52) are given the highest ten and the lowest ten percentages, for libraries of four different groups arranged according to number of volumes owned, spent for salaries, for books, periodicals and binding, and for general maintenance. From these sources, and from study of the printed reports of libraries, the librarian can gauge with some accuracy the prevailing standards. All such standards, however, are approximate, for the statistics of most libraries can be intelligently interpreted only with full knowledge of local conditions and methods; and even with this knowledge, it is difficult to make the changes that would be necessary to make the figures exactly comparable with the figures of other libraries operating under different conditions and methods.

In financial matters the affairs of the library should, of course, be handled in a businesslike manner in every respect. Bills should be paid promptly, that the library may have good financial standing, and may receive the benefit of all discounts and credits. All balances and temporary funds should be deposited in a bank. As an institution of public service the library is exempt from taxation, and the trustees should see that every exemption authorized by law is

granted, and that everything which is legally due the library, from the city, county, or state, is secured. Each year's income should be applied to immediate use, in the operation of present service, for the trustees have no moral right to deprive readers of to-day of what is justly theirs, to benefit readers of tomorrow.

Accounting

The financial transactions of the library necessarily involve close relations between the librarian and the trustees, and the municipal treasurer. When the funds derived from taxation become available, the treasurer will notify the trustees. The method by which the funds are to be disbursed is determined by the city, in accordance with its system of handling the funds of other departments. Some cities deposit the money allotted to the library in a designated bank, according to agreement, where it is subject to withdrawal by checks signed by authorized officials of the library. A more general practice is for the city treasurer to hold the funds, and to pay them out on the library's requisitions by warrants, or to pay the bills which are sent to him from the library with proper endorsement.

The accounting method required of the library by the city depends on the method of disbursing the funds and on the method by which the funds are made available. If all bills are paid by the city

treasurer the official accounts are naturally kept by him, and the form in which the library keeps its own accounts may be left to the discretion of the trustees; if the money is disbursed directly by the library, detailed accounts must, of course, be given the city regularly, in whatever form may be required. If the appropriation is made by the city in a lump sum, or if the funds are derived from a specific library tax levy, it may not be required that the accounts be classified to show the amount spent for each item on the library's budget; but if the appropriation specifies a definite amount for each item, the accounts must be classified accordingly. However, regardless of what the municipal requirements may be, the library must keep its own financial records, for the information of the librarian and the trustees, if not for the city administration and the public. The classification of expenditures for accounting purposes should conform with the classification of the budget, for otherwise the budget would be valueless.⁹

Many libraries have endowment funds which are kept separate from all other funds. For all endowments separate accounts must be kept. If the expenditure of the income from any fund is restricted by the terms of the endowment to a specific purpose,

⁹If a certain classification is required by the city's accounting system, it may be necessary to make the budget's classification conform with the accounting system. Hence it is not always possible to arrange the budget in the form which the librarian might prefer.

it is desirable that the accounts should show for what purposes all purchases from the fund are made.

The funds made available for the library from the municipality may be called "city funds" or "general funds," and should be accounted for in what may be called a *general fund account*. For the record of money received from fines, sale of publications, and other sources of an incidental nature, a *petty cash account* should be kept. And in order to have information at all times as to how the funds allotted in the budget are being spent, the librarian should keep an annual *budget sheet*. These records will furnish ready answers to a majority of the questions asked regarding financial transactions.

Among other timesaving devices, accountants have developed a ledger divided into columns, so arranged in groups that all entries are automatically classified in the process of making them. By combining all accounts on one page, in the appropriate columns, compactness, simple segregation, and ready comparison are provided. A columnar ledger of this kind is well adapted to the needs of libraries, and suitable forms may be obtained at reasonable prices from library supply houses.

General fund account

The simple columnar arrangement shown in Figure 2 is adaptable to the general fund accounts of the smallest libraries, and its principle is adequate for

the largest libraries, with the addition of one or two supplemental ledgers. It serves practically all the needs of the average library, and can be recommended without reservation, whether the library makes direct payment of its bills or sends them to the city hall for payment.

The left-hand page is devoted to the source of all income and receipts. The right-hand provides for expenditures. It is possible to enter items chronologically, to indicate voucher numbers, etc., but the great advantage comes in the provision for immediate segregation of accounts according to the class to which each belongs. The space for receipts is arranged in columns under these headings: date, voucher number, name of the person or firm involved in the transaction, balance, city appropriation, fees, fines, cash gifts, other sources, total receipts. Each entry is made in the column under the heading corresponding to its nature, and the same amount is repeated in the column for totals. The addition of each column gives the total amount of income received from that particular source. The addition of the column headed "total receipts" gives the total of all the income from all sources, and this amount is, of course, equal to the sum of the totals of the other columns.

In the same manner the right-hand page is taken up with disbursements. The first column is for total disbursements, placed here to face immediately the last column on the opposite page, "total receipts."

The other columns are headed: books; periodicals; binding; salaries, library; wages, janitor and extra help; water, heat, light; repairs, telephone; supplies; improvements and equipment; printing, publicity; postage, express, freight, cartage. In the first column, then, we put down the total amount of an expenditure, and repeat it in the column headed by the particular subject under which the item should be segregated or classified. The total of the first column shows the gross amount expended, and the total of each of the other columns shows at a glance how much has been expended for any particular purpose. The sum of the totals of the classified columns is the same as the total column headed "total disbursements."

The difference between the footings of total receipts and those of total disbursements shows the balance. This is carried forward and the account begun anew. It is a convenient practice to balance these accounts once a month and to check up with the bank and the city treasurer at the same time.

Petty cash account

Petty cash is the fund available for the use of the librarian to cover the great number of small items of expense which come up every day. It is essential that actual cash shall always be at hand for this purpose. The librarian cannot send an express messenger to the city hall to collect a charge for transportation of a small package, or for any of the other

small items. To take care of this he draws out of the general funds ten or twenty-five dollars or more, according to the emergencies of the work, and with it creates a petty cash fund. As soon as it is depleted and needs to be replenished, the librarian turns over to the general fund his vouchers, which represent the actual cash he has paid out, and again draws a like amount to put back into the petty cash. In other words, the librarian always has in this fund either cash or receipted vouchers sufficient to make up the balance of the total amount.

While it is the best practice to turn all cash received into the general fund and draw out of it as much as may be needed for petty cash, giving it proper credit for such a transfer, a less logical practice is commonly followed by librarians. They put into the petty cash all fines, pay collection dues, deposits on books, etc. The money received in this way is deposited in the bank frequently, and all payments of a dollar or more are made by check and the receipts filed.¹⁰ Smaller payments are made by cash, and a receipt is secured and filed. At frequent intervals transfers are made from the petty cash to the general fund and proper records are made of the transaction.

¹⁰ Experience makes painfully clear the need of a note of warning at this point. The deposits in the bank of the petty cash must be handled with the same exactness exercised with the general funds. It is a very dangerous practice for the librarian to deposit this cash with his own personal bank account. It is well to use a different bank, if convenient, but at all events the account should stand in the name of the library.

The petty cash account is exactly what its name implies,—a record of small cash transactions. It is concerned with the record of the receipt of such items as fines, reserve book card deposits, lost or damaged books paid for by borrowers, new cards, and telephone calls. It records the expenditures for freight and express, postage, supplies, laundry, money returned to borrowers, and similar dealings.

The standard form makes possible a complete record for a month on two pages opposite one another (Figure 3). The left page is devoted to receipts, and the right to disbursements. As in the general fund account, entries are made under proper headings and items are segregated at once when each is recorded. The total of the columns down the page gives the amount received for each separate source of income and of expenditure. The addition across the page gives the total receipts and disbursements for that day. Provision is made for balancing the account once a month.

Budget Sheet

The principle of budgeting library incomes is well established. It is important that, after estimated budgets have been set up and an outline of probable expenditures determined, accounts should be so kept that the itemized record will show at a glance the exact status of any given budget amount, and make clear what amounts will be reasonable for request in

PETTY CASH *Lincoln Library*

Account for Month of April 1927

		RECEIPTS							
NAME	DATE	FINES	RENTAL BOOKS	SALES (BOOKS PAPERS)	LOSSES AND DAMAGES	NON-RESIDENTS DEPOSITS	Exp Petty Cash	Hoop. Fund	
1 HS Middlemore for book	2025 1	6.10							
NY State Journal 3 mo sub starting 4-1-27	2026 2	10.27	12						
Frank P. Rousseau Bill Apr 1-27	2027 3								
Harold Jones Service 2 Sundays	2028 4	6.81							
Contra 2018 Lawrence Rd to July 2-27	2029 5	4.53	30			25			
Account R.R. Co. Aug 49 Rd to Aug 31-27	2030 6	7.09	1.55			25			
Stamp	2031 7	4.60	69						
Gregory R.R. 9 Rd to July 5, 1927	2032 8	2.72				25			
183257 Modern copy of 100 top 100 books	2033 9	8.20			1.09				
Charles Sprague Co. Bill Apr 1-27	2034 10								
C. S. P. Co. Bill Apr 1-27	2035 11	8.68	21						
18357 Advert in for English course 4 p. Jorg	2036 12	5.52			65				
Harvey R.R. 4 Springfield Rd to July 5-27	2037 13	10.67	29			25			
Edely, Williams & Co. Rd to July 6-27	2038 14	7.44				50			
7 in Tenon for book	2039 15	4.45	87	60					
Go Rubicon Wheel & 2000 N. G. 14th St	2040 16	6.71							
Mildred Matthews 4 hours	2041 17								
Springfield Clean Towel Service	2042 18	6.85	06						
9 Historical Publishing Co	2043 19	10.28	30						
Thompson, Leicester Rd to July 9-27	2044 20	10.13	05			50			
Abbie, Chatham Rd to July 9-27	2045 21	8.66	27			50			
Gene, Lawrence Rd to July 9-27	2046 22	7.17				50			
Hayward Bros Bill Mar 22-27	2047 23	12.73							
Flagg and Brewster Co of Plumville Leg. Coll	2048 24								
Stamp	2049 25	7.15	15						
Mildred Matthews 4 hours	2050 26	6.01	96						
Two Surt for book	2051 27	6.43		1.76					
Addition Paper Black Co	2052 28	3.70		6.98					
15 Ledy, Lawrence Rd to July 14-27	2053 29	8.01	05			50			
Barnes, Pleasant Plains Rd to July 14-27	2054 30	13.42	18			50			
Carton, Athens Rd to July 14-27	2055 31					50			
Classified totals for the Month		194.93	502	8.84	1.74	4.50			
Classified totals brought forward									
Classified totals (to date) carried forward									

FIGURE 3. Petty Cash Account.

		EXPENDITURES											
TOTAL	POSTAGE	FREIGHT AND EXPRESS	SUPPLIES & Etc.	LAUNDRY	Supplies for PRESIDENTS DEPOSITS BUILDING	Books	Periodicals	Salaries Staff	Salaries Janitor	Tel	Exp.	Binding	Total
6.10						3.00							3.00
10.27							2.60						2.60
6.81			5.53		1.50			5.60					7.13
4.53													4.53
7.09													7.09
4.60													4.60
2.72		2.00											2.00
8.20													8.20
8.68						8.00							8.00
5.52					2.16								2.16
10.67													10.67
7.44													7.44
4.45													4.45
6.71								7.00					7.00
								2.00					2.00
6.85					2.50								2.50
10.28						1.50							1.50
10.13													10.13
8.66													8.66
7.17													7.17
12.73					1.00								1.00
							2.00						2.00
7.15		2.00											2.00
6.01									2.00				2.00
6.43													6.43
3.70													3.70
8.01													8.01
13.42													13.42
215.03	4.00		6.63	2.50	11.66	4.50	4.60	5.60	11.00				50.49

(Size of sheet 11 1/4 x 19 inches.)

BUDGET SHEET—Round—Form 10

Appropriation of Tax Levy \$		Fines \$			Other \$			Total \$			
Year	Binding	Books	Heat	Janitor Service	Light	Periodicals	Permanent Improvements	Printing	Telephone	Tel. Exp.	Travel
Estimate for year											
1911											
1912											
1913											

Size of page—10x15 3/4 in. Durable ledger paper.

Budgeting of all incomes obtained from taxation is most important. The librarian should prepare an outline of the probable expenditures for the coming year, itemizing and recording them on this form (10).

At end of year, actual expenses are recorded in space under the estimated amount; and balance line shows the accuracy of estimated budget. It is not good business to be always running over the annual appropriation, and therefore wise to keep a well balanced budget.

Courtesy of Demco Library Supplies

FIGURE 4. Annual Budget Account. (Size of sheet 10 x 15 3/4 in.)

next year's budget based on this year's experience. It is true that this can be determined with a little figuring from the general fund account. However, it is of enough importance, and sufficient convenience, to keep a record of this by itself.

A satisfactory form, available in print, covers the needs of one year on a single sheet (Figure 4). Spaces down the page for each month in the year are arranged in columns under the usual headings: binding, books, heat, janitor service, light, periodicals, permanent improvements, postage, printing, salaries, supplies, telephone, etc. The space for each month is divided into two parts. At the beginning of the year the total allotment for each item is entered below the appropriate heading in red ink. Each month the actual

total expenditure for the month is entered under each heading. The amount of the expenditure is subtracted from the budget allowance and the difference is listed in the column marked "Balance." The following month the expenditure for that month

Springfield, Ill., May 11, 1927

LINCOLN PUBLIC LIBRARY

To Hehn & Hoth Dr.

April	11	Invoice	Books	L. L.	\$210	08	
"	11	"	"	Ext.	31	20	
"	11	"	"	N. B.	49	92	
"	11	"	"	S. B.	122	72	
							\$413 92

\$413.92 Received of BOARD OF DIRECTORS LINCOLN PUBLIC LIBRARY
Four Hundred thirteen & 92/100 Dollars, in full of above account.

Please sign here _____

FIGURE 6

Voucher made out for bills.

is entered and subtracted from the previous balance, and so on to the end of the year. The amount in the last balance column shows the current amount available, exclusive of any outstanding orders against this item. At the extreme right of the sheet is a column in which is entered each month the total expenditures of all items for that month. At the close of the year

the total amount paid for each item is entered at the bottom of the column. The sum of these totals should be the same as the total of the column at the extreme right of the sheet.

Voucher No. 2942

**LINCOLN PUBLIC
LIBRARY**
Springfield, Illinois

To Hehn & Hoth

CHARGE TO

Salaries	\$	
Books	\$	210.08
Periodicals	\$	
Printing, Postage & Stationery	\$	
Binding	\$	
Repairs	\$	
Supplies	\$	
Light	\$	
Heat	\$	
Furniture	\$	
Incidentals	\$	
Library Extension	\$	31.20
North Branch	\$	49.92
South Branch	\$	122.72
	\$	
Total	\$	413.92

Date May 11, 1927

FIGURE 7

Voucher (reverse of Figure 6) informing city treasurer as to distribution of charges.

Some librarians establish a convention that a small variation from the allotted figures shall be inserted

PUBLIC LIBRARY ADMINISTRATION

REPORT OF COMMITTEE

ON

..... Books

..... May 11, 1927

\$845.78

TO THE BOARD OF DIRECTORS OF THE LINCOLN LIBRARY.

Your Committee on Books

to which was referred Sundry claims, having had the same under consideration, beg leave to report and recommend their allowance and payment as follows, to-wit:

	NAME OF CLAIMANT	NATURE OF CLAIM	AMOUNT OF BILL	AMOUNT ALLOWED
	Goe	Books	\$310 72	
	Cox	"	3 11	
	Hehn & Hoth	"	413 92	
	Hochschild	"	18 15	
	Hunting	"	37 96	
	McClurg	"	40 13	
	McGraw	"	15 00	
	Macmillan	"	6 79	
				\$845 78

Report adopted and claims allowed

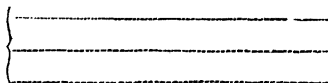


FIGURE 8

Report of the Trustee Committee on expenditures for month.

in black ink, while a variation of ten per cent or more is entered in green ink, if it is an increase, and in red ink if it is a decrease. A glance at the page shows how each allotment is being expended. If the page shows large black spaces it means that the

budget as planned is being carried out pretty closely. Much red ink indicates that a general tendency toward lower figures exists, while much green ink shows that expenditure is generally higher than was expected. In either case further investigation will be needed.

Payment of bills

For simplicity and brevity, and for showing at the same time as completely as possible the different steps in the routine connected with the handling of bills, their payment and their accounting, I have chosen the system as worked out in the Lincoln Library, Springfield, Illinois.¹¹ This system gives satisfaction, for it is a practical working scheme, without too much paper work and detail and yet adequate to the library's needs. It is typical of that in force in many places, and it is not only adaptable to this particular class of medium-sized libraries, but, with certain slight modifications, is suitable for smaller and larger libraries.

LINCOLN LIBRARY

SPRINGFIELD, ILLINOIS

STEPS IN PAYMENT OF BILLS—GENERAL FUND

1. Bills checked with books as received. Fig. 5.
2. Bills placed in temporary bill file. Entered on General Fund Account Sheet.

¹¹ The Lincoln Library, Springfield, Illinois (Martha Wilson, librarian), is a free, tax-supported public library; income \$62,393; book collection 97,526; registered borrowers 21,000; circulation 360,000; staff 17; two branches and 22 stations.

Stub-kept in book
 \$ 413.72 No. 2942
 _____ May '11 _____ 1927
 Order of _____
 Hehn & Hoeth
 Account of _____
 L. L. Books
 Est. - Books
 NB -
 SB -

Sample warrant
 \$ 413.72 No. 2942
Winonin Library
 SPRINGFIELD, ILL., May 11 _____ 1927
 Hehn & Hoeth
 PAY TO THE ORDER OF _____
 Four hundred and thirteen ⁹⁷/₁₀₀ _____ Dollars out of Library Fund
 Account of books
 To Treasurer City of Springfield
 Springfield, Illinois _____ PRESIDENT
 _____ SECRETARY
 ATTEST: _____

FIGURE 9

Warrant to be signed by President and Secretary of library trustees, upon the authority of which the treasurer of the city issues a check in favor of the payee. The stub left in the book is the library's record of each warrant issued.

3. At time of monthly board meeting, voucher is made for each bill, or group of bills from one firm, and bill or bills enclosed. (Figs. 6 and 7.)
4. Bills of one kind, e.g., Books, are grouped and listed on a Committee report. (Fig. 8.)
5. At board meeting, committee members sign committee reports and verify bills. (Fig. 8.)
6. President and secretary sign warrants. (Fig. 9.)
7. The treasurer's report for month preceding is approved. (Fig. 10.)
8. Petty Cash report is approved. (Fig. 11.)
9. Following the meeting, the warrants are filled in for each firm.
10. Bills are marked with numbers of the warrant and filed in safe.
11. Voucher and warrant are sent to city treasurer.
12. City treasurer keeps warrant, sends city check back with voucher.
13. Voucher and check are mailed to firms.
14. When receipted voucher comes back it is placed around bills in the file.
15. Treasurer's report is made up from warrant stubs (verified with vouchers) for the next meeting.

STEPS IN HANDLING PETTY CASH

Each department has change funds for fines.
 Lincoln Library \$3.00, plus \$1.00 for postals.
 Children's department \$2.00.
 North Branch \$2.00.
 South Branch \$2.00.

Desk receipts

1. Fines as received are entered on fine cards. Separate column for rental books.
2. Non-resident fees, as received, are noted on slip—name, residence, number of card, amount of payment, to what date, money attached to slip.
3. Payments for lost books are attached to book card.
4. Payments for reserve postals are dropped in postal card box.
5. Petty cash is counted at 6 P.M. All over change allowance is noted on a slip. Money put in bag in safe. Counted again at 9 P.M. and amount noted.
6. Change box and all payments put in safe at 9 P.M.
7. Each morning change is counted, verified with fine card.
8. All surplus entered on Petty Cash sheet under proper heading: Fines, rental, non-resident, etc.
 Money is banked as often as accumulation requires, at least three times a week.
 Change fund kept in safe.

PETTY CASH PAYMENT

Petty cash is used for payment of freight and express, telephone, building and desk supplies, small book bills (or large book bills at times to balance gifts or money received from waste paper sales), Sunday service of staff, additional or irregular page or janitorial service, and miscellaneous items.

Items entered daily

1. Receipt showing article purchased taken for every item however small.
2. Item entered on Petty Cash sheet under appropriate heading. "Cash" noted.
3. Items over \$1.00 paid by bank check.
4. Item entered on Petty Cash sheet, under its appropriate heading, name of person, number of check.
5. Check sent with bill to payee with request for receipt.
6. Receipted bill filed in Petty Cash receipts.
7. Petty Cash balance in safe verified daily.
8. Monthly bank statements and canceled checks, verified with Petty Cash sheets.
9. Monthly Petty Cash report prepared for Library Board meeting.
10. Monthly Petty Cash sheets and receipts for the month filed.

LINCOLN LIBRARY

M. WILSON, *Treas.*

	DR.	
1927		
April 1	Cash in City Treasury.....	\$20,772.24
	Received from City taxes.....	<u>13,360.32</u>
		\$34,132.56
	CR.	
April 1	<i>Library operating expenses</i>	
	Paid: (L. L.)	
	Staff salaries.....	\$1,260.08
	Books.....	503.05
	Binding.....	31.55
	Desk supplies.....	1.20
	<i>Building maintenance</i>	
	Janitors' wages.....	\$197.50
	Light and heat.....	295.82
	Building supplies.....	16.00
	Cleaning supplies.....	16.62
		<u>\$2,321.82</u>
	<i>Extension</i>	
	Salaries.....	\$145.00
	Books.....	25.00
	Car upkeep.....	15.96
		<u>\$185.96</u>
	<i>North Branch</i>	
	Salaries.....	\$112.50
	Books.....	6.14
	Heat, light and water.....	17.14
	Rent (3 months).....	150.00
		<u>\$285.78</u>
	<i>South Branch</i>	
	Salaries.....	\$ 98.85
	Books.....	41.08
	Desk supplies.....	4.45
	Equipment.....	65.02
	Heat, light and water.....	45.95
	Rent (3 months).....	255.00
		<u>\$510.35</u>
		<u>\$ 3,303.91</u>
May 1	To Cash in City Treasury.....	\$30,828.65

FIGURE 10

Treasurer's report submitted to the trustees covering General Funds for the previous month.

PETTY CASH

In account with Lincoln Library

		DR.
1927		
April 1	To cash on hand.....	\$408.17
April 30	To cash collections: Fines (L.L.).....	194.93
	Fines (N.B.).....	22.00
	Fines (S.B.).....	11.50
	Rental Books.....	5.02
	Sales (Books and Papers).....	10.77
	Losses and Damages (L.L.).....	5.27
	Losses and Damages (N.B.).....	2.83
	Losses and Damages (S.B.).....	1.05
	Non-resident (L.L.).....	10.75
	Non-resident (S.B.).....	.50
		\$672.79
April 30	Paid:	CR.
	<i>Lincoln Library: Library operating expenses</i>	
	Staff salaries.....	\$44.45
	Supplies.....	6.78
	Telephone, postage, freight and express. .	17.37
	Books.....	9.02
	Periodicals.....	4.60
	Binding.....	3.00
	<i>Building maintenance</i>	
	Janitors.....	24.00
	Building supplies.....	13.78
	Laundry.....	4.00
		\$127.00
	<i>Extension: Library operating expenses</i>	
	Books (Hospital).....	\$24.00
		24.00
	<i>North Branch: Library operating expenses</i>	
	Telephone.....	\$5.75
	<i>Building maintenance</i>	
	Janitors.....	23.00
	Heat.....	1.50
		30.25
	<i>South Branch: Library operating expenses</i>	
	Telephone.....	\$6.75
	Periodicals.....	2.00
	<i>Building maintenance</i>	
	Janitors.....	47.00
	Heat.....	3.25
		59.00
		\$240.25
May 1, 1927	Cash on hand.....	\$432.54

FIGURE II

Librarian's report of Petty Cash submitted to the trustees covering the month prior to the meeting.

LINCOLN LIBRARY—FINANCIAL STATEMENT

MARCH 1, 1926—FEBRUARY 28, 1927

CITY FUNDS AND PETTY CASH

RECEIPTS

Cash in City Treasury, March 1, 1926.....	\$18,985.73
Receipts from City taxes.....	49,009.58
Cash on hand, March 1, 1926.....	640.52
Petty cash receipts.....	2,934.60
<i>Total</i>	<u>\$71,570.43</u>

DISBURSEMENTS

Library operating expenses

Salaries, staff.....	\$15,619.15
Books.....	9,246.03
Periodicals.....	720.88
Pictures.....	84.61
Binding.....	984.39
Equipment.....	2,471.55
Supplies, stationery, printing.....	802.99
Telephone, postage, freight, and express ..	347.41
Insurance and audit.....	635.16
Refunds.....	7.04
Miscellaneous.....	276.44

Building maintenance

Janitors' wages.....	2,636.75
Cleaning supplies and equipment, laundry.	284.81
Building repairs.....	8,977.57
Heat and light.....	2,504.76

\$45,599.54

Extension

Salaries.....	\$ 1,730.00
Books.....	2,759.94
Binding.....	252.60
Car upkeep.....	217.39
Supplies.....	6.50

4,966.43

North Branch

Salaries, books, rent, equipment and supplies	\$ 3,108.24
---	-------------

South Branch

Salaries, books, rent, equipment and supplies	<u>6,940.53</u>
---	-----------------

Total disbursements.....\$60,614.74

Cash in City Treasury, March 1, 1927..... 10,621.77

Cash on hand, March 1, 1927..... 333.92

\$71,570.43

FIGURE 13
Annual financial statement, complete

LINCOLN LIBRARY

SPRINGFIELD, ILLINOIS

A. L. A. REPORT

Payments for MAINTENANCE

<i>1. Library operating expenses</i>	
Librarians' salaries.....	\$19,197.43
Books and pictures.....	12,470.56
Periodicals.....	817.28
Binding.....	1,236.99
Supplies, stationery, printing.....	846.33
Furniture, equipment (N.B.).....	24.85
Telephone, postage, freight, express.....	439.21
Other items.....	550.86
<i>Total</i>	<u>\$35,583.51</u>
<i>2. Building operating expenses</i>	
Janitors', mechanics' wages.....	2,971.80
Cleaning supplies and equipment.....	322.48
Building repairs and minor alterations.....
Rent.....	940.00
Heat and light.....	2,797.84
Insurance.....	796.46
Other items.....
<i>Total</i>	<u>\$ 7,828.58</u>
<i>3. Extraordinary expenses</i>	
Sites.....
Equipment and supplies (South Branch).....	2,254.92
L. L. Repairs and equipment.....	11,449.12
South Branch—Books and periodicals.....	3,498.61
	<u>\$17,202.65</u>
<i>Total expenditures</i>	<u>\$60,614.74</u>

FIGURE 14

Annual Financial Statement in form for A. L. A. Report

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CHAPTER 4

Purchase of Books and Supplies

IN the endeavor to carry on the work of the library with funds which are inadequate to meet the ever-increasing demand for service, the book fund is often made to carry the burden of balancing the budget, and is fixed at whatever amount of the library's income is left after provision has been made for all other items. This is not done deliberately, or by choice, but because of the exigencies of the situation. Fuel, light, janitor service, rent, or upkeep of buildings, and most other items on the budget, are fixed charges, which cannot be eliminated or reduced. Salaries, constituting usually more than half of the budget, are virtually fixed, for in every library there is an irreducible minimum for the number of people who must be employed and the salaries which must be paid to keep them. Apparently the only place where a cut can be made is the book fund.

Such a policy, if long persisted in, is suicidal. It means that the library is not operating within its income, but is gradually exhausting its capital. Like a railroad which fails to keep up its rolling stock, or a factory which has not replaced worn machinery and installed improved equipment, the library which follows this policy for even a few years will find its book

stock so depleted that adequate service to the community is no longer possible. However, because a certain amount of retrenchment is always a necessity, it is essential that the librarian have a well-defined policy of selection, based on knowledge of the library's collection and intelligent understanding of the needs of the community. Second only to this in importance is an intimate knowledge of the book market, of where and how to buy to the best advantage, and the exercise of wise economy in all purchases.

Book selection

The librarian must remember that it is his privilege to build up the book resources of a library which is designed to serve the entire community. Let him be mindful of the responsibility this places upon him. He cannot be conscientious in the performance of the duty unless he gives it an adequate proportion of his time and thought. A definite part of his scheduled time should be set apart, to be devoted to the selection of books. This should be made a part of his regular daily routine, and should not be left without plan to be crowded into some corner of time at the fag end of the day.

The principles and the methods of book selection need not be discussed here, for they are not, strictly speaking, matters of administration, and they are adequately treated in other books. A few guiding

principles may, however, be mentioned. The library's policy must be positive. The librarian and the trustees should be open-minded enough to recognize all needs and legitimate requests, but should not yield to popular demand for books that are extremely mediocre, worthless, or injurious. The book collection should serve as a means of increasing systematic knowledge in the community. To attempt completeness is unwise; specialization should be determined by the specific interests and needs of the community. The books must be selected with tolerance for all opinions. Gifts may be accepted, but as a general thing only if offered without encumbering conditions. The book collection should be kept free of obsolete and unused material.

Knowledge of the community

In order to understand the needs of the people, the librarian should be familiar with the mind, spirit, and dominant interests of the community. He must know the history of the city, its traditions and general characteristics: its political tendencies and alignments; its educational ideals and standards; its religious characteristics, whether conservative or liberal; its economic conditions, the average of wealth, amount of leisure, class relations and social distinctions. Without this knowledge, he is not in a position to spend money wisely in the purchase of books for the public.

This means that the librarian must go beyond the library walls, and establish as many first-hand contacts as possible with the various elements of the community. He must become acquainted with all the different groups and interests of the city: its leading industries; educational institutions; the chamber of commerce and other civic organizations; racial groups; political organizations and their leaders; recreations and amusements, and the people identified with them; the newspapers, and their attitude toward the library; and all the facilities for reading supplied by agencies apart from the public library. It is not enough to know the public over the library's charging desk, for the whole community cannot be measured by the small cross-section of it which comes regularly to the library.

Knowledge of the book market

Apart from wise selection, the two fundamental factors in successful buying are economy and speed, and it is the librarian's duty to obtain as liberal discounts as possible, combined with quick and satisfactory service in filling orders. Many dealers, and some publishers, grant libraries discounts of 25 per cent on new books, the amount depending somewhat on the amount of the library's business and the convenience with which its orders can be handled. Fiction, juveniles, and popular non-fiction are the classes in which the best discounts are obtainable.

The discount allowed on scientific and technical books is usually small. Some publishers prefer not to sell to libraries direct, but to deal through jobbers.

It is very frequently urged that a local dealer should be given the library's business. If any local store has facilities to handle the business satisfactorily, and can give as good discounts as the out-of-town jobber, it may well be given the preference, but except in the large cities few stores can do this. It is not good practice to ask for competitive bids on all orders, but in choosing a new dealer it is wise to ask for bids from several firms of high standing; or, better still, to ask these firms to quote their regular library discounts on current fiction, current non-fiction listed as net, current non-fiction not listed as net, and on children's books. Having thus chosen a reliable dealer, from whom good service and good discounts can be obtained, it is well to give all orders for current books to him, and not to make a change until there is good reason for so doing.

The practice of having books sent on approval should be very largely confined to specific books which are under consideration, which it does not seem desirable to purchase without personal examination. To have large numbers of books sent by a dealer on approval, several times a year, is a practice which makes it difficult to carry out the established policies in selection; it becomes a matter of trying to fit books at hand to the library's needs, rather than

following a constructive plan for meeting those needs by careful selection. For the same reason, the advantages of being able to look over advance copies of new books, shown by publishers' trade representatives, are likely to be more than balanced by the disadvantages. And it may well be made an unalterable rule never to buy of a traveling book agent, or even to waste time by examining his books. Books so offered are usually subscription works, compiled or written for purely commercial purposes. Even if they are not altogether valueless for library purposes, it will usually be found that whatever important material they contain is already available in the library, or can be procured, in more desirable form and at lower cost.

A number of reputable dealers handle book remainders, and from their lists may be obtained many books, within a few years after their publication, at a very liberal reduction from the original price. Certain other dealers specialize in standard works of reference, at reduced prices. Popular fiction, and occasional books of non-fiction can be obtained from several firms in reinforced bindings, at prices only slightly higher than the prices for the publishers' bindings. Many standard books of fiction, and much of the popular fiction of recent years, can be advantageously bought in reprint editions, at less than half the prices of the original editions.

The second-hand market should be utilized when seeking books which are out of print, and also for

many replacements and occasional expensive books. Lists of out-of-print books or other books wanted second-hand may be sent to second-hand dealers, with instructions to quote prices on any they are able to supply, and want ads may be inserted in the *Publishers' Weekly*.

Importation of books

It frequently happens that the English edition of a book which is published in both countries, is considerably cheaper than the American edition. If the book is needed at once, it will be necessary to place the order for the American edition, but if a slight delay is of no consequence it may be profitable to import the English edition. Orders should be placed with dealers in England, not with the individual publishers or with American agents. Importation by parcel post is simpler than by freight. The laws of the United States allow the importation, on one invoice, of one copy of any authorized edition of a book in English, even if it has American copyright, when the book is imported for use by a public library, and not for sale; additional copies, if needed, can be imported on subsequent invoices. Bills may be conveniently paid by international money orders or by a draft or money order of the American Railway Express Company.

It is necessary for the librarian to execute an oath before a notary public, preliminary to free entry for

each shipment, declaring that the books are imported for the use of the library and not for sale. (Figure 15.) The dealer or agent makes oath on the same form that the books are shipped solely for the use of

TREASURY DEPARTMENT.
CUSTOMS FORM 2251.
Rev. 4-1, 414, Ch. C. H. 1922.
C. D., Sept. 9, 1922.

UNITED STATES CUSTOMS SERVICE

Entry No. _____

DECLARATION ON FREE ENTRY FOR COLLEGES,
RELIGIOUS INSTITUTIONS, ETC. _____, 192

A declaration on this form must be executed by an officer of the institution and be presented with the entry, otherwise duties must be deposited before delivery and a stipulation given to present the declaration within six months from the date of entry.
If imported directly by the institution no certificate of actual delivery of the articles is required, but if imported through a dealer or agent the date of delivery of the articles must be stated either on this form or on Customs Form 2257, and a declaration by the dealer on this form must also be presented to the collector. Declaration of officer of institution and dealer may be executed jointly when convenient.
Upon delivery of the required declarations, this entry will be liquidated and duty refunded.

DECLARATION.

I, the undersigned, do solemnly swear (or affirm) that the articles described below, in entry noted above and invoice No. _____ dated _____, 192, at **LONDON** _____ were imported for the _____ (Name of institution.) organized and operating as _____ (Nature of institution.) located at No. _____ Street _____, City _____, State _____ that the said articles, viz: _____

were ordered **THRU G. E. STECHERT & CO'** on _____, 192
(Directly or through dealer.)

I further declare, if this declaration is executed by me as dealer or agent, that the above-described articles are to be actually delivered to said institution and are not to be returned or received by said institution in exchange for or in lieu of similar articles.

I further declare, if this declaration is executed by me as the representative of said institution, that said articles are for the sole use of said institution as its permanent property and are not to be sold, exchanged, received in exchange for similar articles, or otherwise used or disposed of in violation of the conditions of free entry, and if otherwise used that report will be promptly made to the collector

at port of entry and duty paid, and that said articles _____ been actually delivered to said institution on or prior to _____ (Have or have not.)

Declared, before me _____, 192
Sign here _____

by _____ (Signature of officer of institution.) _____ (Signature of dealer or agent.)

on _____, 192

Deputy Collector or Notary Public

Openly

FIGURE 15

Declaration of free entry of books ordered.

the library. In addition, a receipt for every shipment must be filed within ninety days of entry. (Figure 16.) Neither oaths nor certificates are required for books in foreign languages or for books in English more than twenty years old, but for dictionaries and works

consisting of plates without text or with index only, which are considered dutiable at the regular rate, papers are required for free entry for libraries.

Economies in book buying

Books which are demanded by immediate needs should be purchased as soon as possible after publi-

TREASURY DEPARTMENT.
Customs Form 2277.
Act. 26-26, C. R., 1914.
C. D., Aug. 19-14.

CERTIFICATE SHOWING DELIVERY OF ARTICLES FOR COLLEGES, ETC., ENTERED FREE OF DUTY.

United States Customs Service,

COLLECTION DISTRICT No. _____



PLEASE FILL
IN CITY AND DATE PORT OF _____

_____, 192

I, _____, do hereby certify that I am _____

of the _____ located at _____
in the State of _____, and that the following articles, viz: _____

_____ specially imported by G. E. STECHERT & CO _____ for the sole use of said
_____ covered by entry No. _____
dated _____, 192, on file in the customhouse at _____, were
delivered to said _____ at _____;
and that the same are intended to be retained as the permanent property of said _____

_____ sign Here _____

FIGURE 16

Certificate of books received on free entry.

cation, unless so expensive that the library must do without them. Among these are scientific and technological books which in a few years will be superseded by later editions or by other books, and books which are of interest in connection with certain passing events. Many books of ephemeral interest, how-

ever, are of so little value that the library will lose little if it does not get them at all. Many expensive books of permanent value are likely to be obtainable within a year or two as "remainders," and, unless there is a very heavy demand for them while new, their purchase may well be deferred. Good judgment is necessary in deciding for or against the immediate purchase of such books.

The number of probable readers of an expensive book must also be taken into consideration. Many libraries have on their shelves large numbers of expensive works which have been read by only a very few borrowers, some of whom could probably have well afforded to buy the books for themselves. In one small library an examination of about twenty of its "best" books, the average cost of which must have been more than three dollars, showed an average circulation of two and one-half issues; hence more than one dollar had been spent for every time any of these books had been borrowed. It was clear that the books had been purchased without proper consideration of the need or want they would fill. Every library, of course, must have some books which are important for reference purposes, though few people may care to read them through. It is true, too, that the library must keep a little ahead of the present demand if it is to exercise any real, educational leadership. For the library with a small income, however, it is usually not justifiable to buy very expen-

sive books which in all probability will be read by few of its borrowers.

It is no better economy to buy books merely because they are cheap, than it is to buy articles in a bargain basement merely because they are marked down in price. If a hundred remainders are bought at fifteen cents a volume, and the books are not used, the transaction is an expensive one. It must be remembered that to the initial cost of the books must be added the cost of cataloging and preparing them for the shelves, and the cost of housing them. It is impossible to measure accurately the value of book service to individual borrowers or to the public at large, but in order to make a good return to the community for the money spent the librarian must endeavor to obtain a use of the books which is fairly proportioned to the expenditure.

In the purchase of popular books, a considerable saving of time may often be effected if the number of duplicate copies which will probably be needed are purchased at one time, for the time required for accessioning, shelf listing, etc., will be much less than if the copies are bought one at a time.

Advantage should be taken of every opportunity to acquire useful material free or at nominal cost. On a great many subjects some of the best material which is available in print may be thus obtained, from the national government, from state departments, or from various institutions and associations.

“Some striking examples have recently been given in the order department of the State Library of the astonishing indifference of small libraries to opportunities for securing valuable material without cost, presented from time to time in the columns of *New York Libraries*. Of the 650 libraries in the State to which this bulletin regularly goes, it is rarely that as many as one-half apply for such material, no matter how valuable or attractive it may be. The most striking example, perhaps, was the wonderful set of books issued by the State Museum, *Wild flowers of New York*. This work, for which individuals had to pay \$7.50, was described and offered free to registered libraries in this State, in *New York Libraries* in the November issue following its publication. At the end of about 3 months after this offer was published, only eighty-one libraries had applied for it. To make sure the offer should become known to all libraries, a special letter was then sent to all which had not made application, and in response to this eighty-six additional requests came, making up to June of the following year only 175 applications in all. If this could happen in the case of such a monumental work as this, one can well appreciate how indifferent and lethargic the average small library is to the less showy and appealing but immensely valuable material offered free by the United States Government and various state institutions and departments.”¹

¹*New York Libraries*, 9:6, November, 1923.

For the small library, particularly where neither time nor skill is available for the expert care of books, it is desirable to buy most of the current fiction and children's books in reinforced bindings. The initial cost will be perhaps 15 or 20 per cent more than would be paid for the same books in the regular binding, but for the small additional cost the library will receive at least 100 per cent more service from the books.

Pay collection

As a matter of economy and as a means of increasing the library's resources without diminishing the appropriation, every library administrator probably has to face the problem of the pay collection. This is composed of popular books (mainly, and in most libraries entirely, recent works of fiction), purchased with funds other than those derived from taxation, which are rented to borrowers at a specified rate per day or per week. The object of the pay collection is to enable borrowers, who are willing to pay a small rental fee, to obtain new and popular titles sooner than they could get them if dependent on the number of copies which the library can afford to buy from its regular book fund.

The plan is usually adopted with a strict understanding that all books placed in the pay collection shall be duplicates of books on the regular shelves. Usually, too, it is understood that as soon as pay

collection books have paid for themselves in rental receipts, they shall be transferred to the regular collection. But it is soon found that the object of the pay collection, the increase in the supply of new books which are in great demand, can be more fully attained by disregarding the duplicate feature, and including in the collection some titles which are not available free. This is a policy which has some ardent advocates, and equally earnest opponents, for many insist that it is not justifiable to have certain books which can be obtained only by paying a rental fee, and that the general collection should have copies of the same books which can be borrowed without a fee.² A departure from this principle seems unnecessary and unwise. The whole policy of a pay collection is one not to be lightly adopted. To some it seems to present more dangers than it is worth, especially in these days of numerous circulating libraries in book stores and drugstores; certainly the "duplicate" principle ought not to be abandoned without careful consideration.

Discards and replacements

Dead material on the shelves is a poor asset, and should be discarded and replaced by material of live interest. Yet a note of warning needs to be sounded, perhaps, against thoughtless discarding. Maturity of judgment and knowledge gained from practical ex-

²New York Libraries, 9:194-98, May, 1925.

perience are required, in order to forecast with any degree of certainty the future need for a book which has passed the stage of early popularity. When in doubt, one may remove from the public shelves books which seem to have outlived their usefulness, but complete discarding may be deferred until the final decision can be made with more certainty.

It is essential that the librarian shall have at hand proper bibliographic information concerning editions, publishers, and prices, that he may buy intelligently such non-current publications as may be needed to strengthen the library's resources on subjects of interest, and that he may make wise decisions in regard to replacements. For standard works and classics a number of editions may be available and it is necessary to know which edition is best suited to the library's needs, in regard to accuracy of the text, fullness and value of notes and introduction, illustrations, size of type, and binding. In buying books on a certain subject, the qualifications of the author and the reputation of the publisher must be taken into consideration, and, very often, the date of publication, the extensiveness of treatment, the style in which written, the cost, and other points. Instead of replacing with a duplicate copy a book which has been lost, it will often be found better to buy a later work on the same subject, perhaps by another author. It is a mistaken policy to continue to purchase a book merely because it has been useful in the

past, without careful investigation to learn whether there is now another book which would be more useful.

Most librarians are very cautious about replacing fiction, apart from books so recent that they have not yet outlived the active demand for them, and the standard novels which have survived the test of time. The *A. L. A. catalog 1926* is an invaluable aid, both in making original purchases and in making replacements.

Magazines

It is the general custom among librarians to place the annual order for magazines published in the United States and in Canada with some American subscription agency, and the order for foreign periodicals with an importer, who receives them from abroad and forwards them to the library from his American office. Sometimes a slight saving may be made by sending the subscriptions for certain magazines or newspapers directly to the publishers, but it is usually an economy, and always much more convenient, to place all subscriptions through one agent, and to continue with the same agency as long as its service is satisfactory. The agent, if he gives the right kind of service, can save time and money for the library by caring for the perplexing difficulties arising from changes of name, size, expiration date, or price, and in connection with the prompt receipt

of title pages and indexes for completed volumes. The old custom of asking annually for bids from several agencies is passing because it has been found unsatisfactory and expensive both for the library and for the agent.

Back numbers of magazines can generally be bought from dealers in odd numbers, more cheaply and more easily than from the publishers of the magazines. Such dealers can often supply complete sets or long runs of many magazines, and will make good (if promptly reported) any imperfections. It is risky to buy bound sets at auction or second-hand, on account of the uncertainty of securing complete and perfect copies.

Supplies

By supplies are meant all stationery, printed forms, cleaning supplies, and all other articles used in the library's work except the larger items of permanent equipment. All necessary supplies should be provided promptly and economically. Economy does not necessarily mean buying at the lowest possible price, for an inferior article, even at a low price, may be most expensive. The catalogs of reputable firms should be kept on file and carefully studied before buying. The librarian, or the assistant in charge of supplies, should have as full knowledge as possible of the various articles on the market, of their prices and value. Much economy of time and of money may

be effected by standardizing every item, so far as possible, and when a satisfactory article is found its specifications should be noted, so that it can be readily repurchased when needed. It is not necessary to carry on the list of supplies many different kinds of soap, to satisfy the individual preferences of different members of the staff; even such articles as lead pencils should be standardized, because of differences in quality and for greater ease of keeping the necessary stock records and of reordering. There is also a great saving, in time and in money, in buying in reasonably large quantities all supplies which are regularly used.

Many librarians prefer to draw up their own forms, and have them printed locally, instead of adopting forms which have been standardized and are carried in stock by the library supply houses. This is expensive, and it is wise to consult the supply houses before preparing any new printed forms. There is no advantage, for instance, in using a specially printed reader's card, when all essentials have been incorporated in a number of standard forms which can be supplied, with the library's imprint, at low cost. If it is necessary to prepare and print an individual form, there is economy in adopting a size, if considerations of filing permit, which will enable the printer to cut his sheets without waste. If the quantity of miscellaneous forms needed is large, it is often cheaper and equally satisfactory to print them in the library on the mimeograph or the multigraph.

A stock record book should be conscientiously kept, either on cards or in a loose-leaf book. Using a separate card or sheet for each article or form, space should be provided for the form number or a brief designation of the article, the name of the firm from which it was bought, the date of purchase, amount, and price paid. Equally important is space for a record of all withdrawals from the stock, showing the date, quantity withdrawn, department to which given, and the quantity still remaining in stock. It is well to indicate a "low mark," so that when the stock on hand reaches this point a new order may be placed at once. The time required to fill the order and the quantity used in that length of time will determine how low the supply may be allowed to run before reordering.

A sample book, also, is indispensable. In this should be mounted a sample of every printed form, and of all such supplies as can be mounted, such as cheesecloth, different grades of paper, twine, gummed tissue, etc., etc. The quality of stock, style of printing, and other specifications of each article must be carefully recorded, and material supplied on reorders should be checked with the sample.

One person should be held responsible for the distribution and reordering of supplies. If the library is not large enough to require the full time of one person for this work, it should be assigned to someone who has a special aptitude for this kind of business. Sup-

plies may be best distributed at certain definite periods, once a month or once a week, according to the size of the organization. All supplies should be kept in a stock room or closet, and should be given out only on written requisitions from the heads of departments on forms provided for the purpose.

Samples of the requisition form and the stock record form used in the Des Moines Public Library are reproduced below (Figures 17 and 18).

THE PUBLIC LIBRARY OF DES MOINES, IOWA
MONTHLY SUPPLY REQUISITION

_____ Dept.

_____ 19__

Department heads and branch librarians should indicate opposite articles listed the quantity desired, and send this requisition to the secretary by the 10th of each month.

GENERAL SUPPLIES

Adhesive tape—Transparent
Blank books—Open end
Blotters—4 x 9½"—White
Blotters—19 x 24"—Green
Brushes—Paste
Carbon paper—8 x 12"
Clips—Gem
Cloth gummed patches
Dating outfits—Rubber type
Dust cloths
Envelopes—6½" (White)
Envelopes—12 x 15½"
Envelopes—7½ x 10"
Erasers—Ink (Circular)
Erasers—Art Gum
Erasers—Steel
Erasers—Pencil
Ink—White lettering
Ink—India (Black)
Ink—Carmine
Ink—Commercial

PRINTED FORMS

Application cards—Adult
Application cards—Junior
Book order cards
Book pockets
Borrowers' cards—Adult
Borrowers' cards—Junior
Deposit receipt books
Dating slips—14 day
Dating slips—7 day
Envelopes—6½"
Envelopes—9½" (Bond)
Fine record slips
Folders—Letter size
Folders—Legal size
Folders—Clipping
Labels—Reference
Letterheads—½ sheet
Letterheads—8½ x 11"
Mimeo forms—Supply requisition
Mimeo forms—3d notice
Postals—Acknowledgment

GENERAL SUPPLIES

Ink—Numbering machine
 *Ink—Stamp pad
 Labels—Gummed
 Pads—3 x 5"
 Pads—5 x 8½"
 Paper—Typewriting (8½ x 11")
 Paper—Typewriting (8½ x 13")
 Paper—Wrapping
 Paper—Yellow sheets
 Paste
 Pencil daters
 Pencils—Library tip No. 2
 Penholders—Cork grip
 *Pencils—Colored
 Pens—Stub
 Pencils—Public
 Pens—Oval point
 Pins
 Rubber bands
 Sponges
 *Stars—Gummed
 Thumb tacks
 Twine—White
 Twine—Hemp
 *Typewriter ribbon

SUPPLIES NOT LISTED

PRINTED FORMS

Postals—Reserve
 Postals—Request for material
 Postals—Overdue 1st notice
 Postals—Overdue 2d notice
 Rules—Printed
 Statistic sheets

CATALOG AND CHARGING CARDS

Book cards—White
 Book cards—Manilla
 Book cards—Blue
 Book cards—Pink
 Book cards—Green
 Cards—School department
 Catalog cards—Unruled
 Catalog cards—1 side spoiled
 Guide cards—Buff
 Periodical record cards
 Shelf list cards

JANITOR'S SUPPLIES

Matches
 Soap
 Toilet paper
 Towels

STAMPS

Stamps—1-cent
 Stamps—2-cent
 Postal cards—1-cent

PRINTED LISTS AS FOLLOWS

Signed

*Indicate color desired _____

FIGURE 17

Supply Requisition Blank (Size 8½ x 14") (multigraphed)

REPORTS— <i>Annual</i>		(Printing)	
4-25-18	2000	16pp.	Welch \$ 90.00
10-26-21	1500	27pp.	Bishard 145.00
6-30-22	1200	24pp.	Advance 147.17
7-19-23	1200	32pp.	Homestead 152.75
7- 8-24	1200	32pp.	Amer. Lithograph 160.94
			Four half-tone cuts Amer. Lithograph 25.80
10- 5-25	1300	28pp.	Amer. Lithograph 205.45
10- 7-26	1200	16pp.	Koch Brothers 150.00

PAPER— <i>Binding Department</i>			
6-12-25	½ Rm.	32 x 44-89 Velvo	Pratt \$ 6.45
		cut 7 x 8½"	1.50
8-15-25	1 Rm.	32 x 44-89 Velvet	Pratt . 14½ 12.91
		cut 7 x 8½"	1.50
11- 8-26	1 Rm.	89 Velvet book	Pratt 10.25
		cut 7 x 8½"	1.00

FIGURE 18

Stock Record Card (Des Moines Public Library) (typewritten)

(Read carefully the notice below. Failure to follow directions will delay payment of claim.)

CITY OF UTICA, N.Y.
PURCHASE ORDER

To _____ Dated _____

Address _____

Please furnish to the Department of the UTICA PUBLIC LIBRARY

Bureau of _____, the following to be delivered at _____

SEND BILL TO DEPARTMENT FOR WHICH GOODS ARE ORDERED

QUANTITY	DESCRIPTION	UNIT PRICE		EXTENSION	
		\$		\$	
Total Extensions				\$	

I hereby certify that the above supplies were ordered by me.

Classification: _____ Entry: _____
(For Comptroller Only)

(To be filled in if this is a confirmation order)

Date of original _____

How ordered _____

By whom _____

FIGURE 19
PURCHASE ORDER (Size $7\frac{1}{4} \times 10\frac{3}{4}$).

This form is made in quadruplicate: (1) Copy to the vendor; (2) Copy to Comptroller, bearing in lower left-hand corner statement signed by librarian: "I hereby certify that the above supplies were ordered by me"; (3) Copy to be returned by the vendor with the goods, which has space for the signature of the employee who received and examined the goods; (4) Copy to be retained in the librarian's file.

Order records

A satisfactory system must be installed for handling all orders, whether for books or for supplies. Owing to the fact that orders and bills are so closely connected, and that the bills in most public libraries are paid by the city treasurer, the librarian may find it necessary to plan his order system to conform with the requirements of the city.

The order form used in the Utica Public Library is reproduced in Figure 19.

If a municipal order form such as this is used when books are ordered, the titles, authors, publishers, and prices may be listed on sheets of plain paper, attached to the order form; the order may then be entered on this form as "Books listed on attached sheets, estimated cost . . ."

Upon the arrival of books or supplies from the dealer, the invoice must be carefully checked with the slips in the order file, to see that the order is completely and properly filled and that the prices are right. It is desirable to have each invoice initialed by the person who checks it, as an aid in fixing responsibility. The proper entries should be made at once in the order files, showing the date the goods were received, the price paid, and the dealer.

For the record of books ordered, in addition to the file of orders outstanding, there should be a "continuation" file listing annual publications, books coming out in parts, sets appearing at irregular

times, and books in series which are to be kept together as one set. This file should be consulted frequently, and overdue items should be written for.

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CHAPTER 5

Administration Organization

EFFICIENCY in the internal administration of the library is essential, in order that the real purposes of the library may be fulfilled. Among the librarian's administrative duties are the employment of assistants and all problems pertaining to the staff; the purchase of books, equipment, and supplies; keeping the financial accounts; the care of building and grounds; interviews and conferences; correspondence and filing; the preservation of all necessary records, and many other activities. In the satisfactory performance of all these duties, the controlling factors are definite purpose, order, and system, and much earnest thought may well be devoted to the attainment of these requisites.

Many of the administrative duties are of a routine nature, and may be delegated to members of the staff. Here, as elsewhere, the librarian must have a true sense of values. By a careful arrangement of his own time and an efficient schedule for the performance of all routine work, he must ensure the proper performance of every duty, and must see that his own time is not taken up by work that could be as well done by someone else. In a library of medium size there cannot be the specialization which is a necessity

in the organization of a large library, and a very elaborate system would be cumbersome. Each assistant, however, can be assigned the keeping of certain records, with the result that much of the librarian's time is saved for more important administrative work, and the whole staff is made more efficient.

In one library, for example, with a book collection of about 30,000 volumes, an annual circulation of approximately 300,000 volumes, and a staff of eight trained people, including no stenographer or clerical assistant, the librarian believes in the development of the individual potentialities of every staff member. He therefore assigns definite routine duties to each, and changes the assignments frequently enough to give variety and to promote versatility. Thus to one is assigned the record of fines and of the duplicate pay collection; to another, all accessioning and its necessary records; to another, the daily circulation statistics. A small desk is provided, a drawer in which is assigned to each department. This gives a place where each assistant can make her records and compile her statistics without interrupting the librarian or other members of the staff, and provides for the safety of the records and for their accessibility to all who have occasion to consult them. This desk the assistant in charge of supplies keeps provided with the monthly payroll report, the monthly circulation report, the petty cash blanks and reports, and other printed forms.

The librarian's office

The office is generally on the main floor, conveniently accessible to the public and the staff. Too often, however, it has been placed by the architect wherever it would least interfere with his design, with no understanding of its requirements in size or in location. The office is the place where the library's business activities center: where the librarian confers with staff members and with callers, where he does his work and forms his plans and keeps the official records. If no room is provided for the trustees, the board meetings may be held in the librarian's office, and this should be taken into consideration in planning the building; elaborate rooms for the trustees, which will be used only a few times a month at the most, are becoming more and more uncommon.

The office need not be sumptuous, but it should be attractive, conveniently located, and adequate in size to serve the necessary purposes. A two-room arrangement is very desirable, one for the private office of the librarian and one for a reception room. An office secretary is very desirable in any library with a staff of not less than thirty members, for there is enough routine administrative work to occupy the entire time of one person. The secretary's desk should be placed in the outer office, which may also be used, perhaps, as a work-room where books may be prepared for the shelves or for the bindery. Thus the

outer office will be continuously occupied, and convenient access is afforded to the librarian's office. The two-room unit should be so placed, however, that the librarian can watch the main circulation desk, and go back and forth as often as need be.

The equipment of the office and of the reception room should be simple and inexpensive, restricted to such desks, chairs, filing cabinets, etc., as may be needed, and to book shelving along the walls. Some attention should be given, however, to making the rooms as attractive as possible. The arrangement of the furniture; good, serviceable rugs; carefully chosen window shades, and a few appropriate pictures of the best quality, will give individuality to the office, and a pleasing welcome to visitors.

Office equipment

Standardization of equipment is now pretty generally applied so far as charging desks, catalog cases, and shelving are concerned. Librarians are now giving more attention to standardization of office and work-room equipment. The old-fashioned roll-top desk, with its pigeonholes and compartments, has been supplanted in most offices by the flat-top desk, designed to facilitate efficient work. A good executive usually has little or nothing on the top of his desk, and very little in it, apart from work which is under immediate consideration. "The busier the man, the clearer the desk," is a saying which has often been

proved true; the more orderly the desk, the easier it is to find the needed papers and to dispatch the work on hand. A glass top on the desk is helpful, for it is clean and neat, and under it may be placed staff schedules, lists of addresses and telephone numbers, and other records frequently consulted.

The memorandum calendar is an indispensable part of the desk equipment. It is a good plan at the beginning of the year to enter on this calendar all fixed engagements, such as the regular meetings of the board, the monthly payroll, staff-meeting days, the date for presenting the budget to the city, etc., etc.

Even in the smallest library it is unwise to purchase makeshift filing equipment. Much attention has been given by manufacturers to appearance, durability, ease of operation, and capacity of expansion, and all of these features are important. One librarian describes as follows an effort to secure good results under unsatisfactory conditions. "My office arrangement is far from ideal. I wonder if every librarian isn't forced into his arrangement of work by the exigencies of local conditions. I believe that every librarian should have the best desk which can be obtained; and unless he has a secretary to bring all papers, etc., to him, he should have a vertical file, placed where he can reach it without getting up, which can be opened and closed with so little effort that it can be done without getting out of the chair."

It is possible to buy almost any desired combination of units for letter files, card files, pamphlet files, etc., in expandible, interlocking units.

The correspondence files, like the desk, should be unencumbered with useless material. I was recently shown the file of a medium-sized library which contained the correspondence of four years in one-half of a drawer of a standard vertical file unit. When the present librarian took charge, every drawer of the unit was crowded with letters suggesting books for purchase, complaints and suggestions concerning the library's service, notices of meetings and conventions, publishers' and booksellers' announcements, and innumerable other things which had been attended to, filed, and forgotten. Of this accumulated material everything was thrown away except important official letters and communications, appointments, resignations, salary increases, contracts, and other papers which might possibly be needed for future reference. The present librarian's policy is to hold out of the permanent file all correspondence on matters still pending. When a matter is finally disposed of, the papers are filed if they seem sufficiently important and likely at some time to be needed; otherwise, the papers are destroyed at once. At the end of the year the file is cleared of papers which have become obsolete since they were filed. Such a policy, of course, is safe only if applied with good judgment.

Scheduling work

It is well to prepare for each day a schedule, as definite as any time schedule can be made, allotting certain times for desk routine, for correspondence, for callers and meetings, for outside errands, for planning new activities, and for all other duties which can be foreseen. To be sure, it is difficult to keep to such a schedule, for no day is free from many necessary interruptions. But because of these interruptions, he who makes a schedule, and follows it as closely as possible, accomplishes far more than he could accomplish if he worked with no plan at all, and he does his work with greater ease. It should be an unalterable law with the librarian that he will keep all engagements punctually. Inability to be on time or failure to keep an engagement is inexcusable, and indicates either indifference, irresponsibility, or poor management of one's affairs.

When the mail is opened, by the librarian or by his secretary, it should be at once sorted into such divisions that each part can be properly disposed of without going over it a second time. All letters which can be answered at once should be placed together for immediate dictation, and any which call for information which must be looked up should be laid aside for the necessary investigation. Newspapers and magazines should go at once to the assistant who checks them on the periodical records and places them on the

files. Some one should look over all circulars, pamphlets, booksellers' catalogs and lists, and throw away at once all which are of no interest to the library. Many pamphlets are of real value temporarily, if not permanently, in the pamphlet collection of the reference department, but many others are either propaganda or advertising matter. Some booksellers' catalogs are worth keeping because of their bibliographic value, and some are worth a hasty perusal, and perhaps careful checking, for desirable items at good prices. If your funds are limited, however, the second-hand and auction catalogs which it will pay you to read are few. All catalogs and pamphlets which are kept should be systematically filed, and not piled up on, or in, your desk, on the window ledge, or on vacant shelves.

All letters should be answered promptly; if possible, on the day received. If a full answer cannot be given at once, the letter should be acknowledged with the statement that a reply to its queries will be sent later. It is a good practice to cultivate the habit of dictating letters at the very beginning of the day's work.

This sets the stenographer at work at once, and gives the librarian opportunity to consider further such letters as cannot be answered immediately. All letters and other dictated material should be brought to the librarian as soon as finished, and not allowed to accumulate until the end of the day.

Staff organization

The staff organization of a library is partly the result of conditions existent within the library and partly, in many cases, of conditions imposed from without, over which the librarian can have no control. How the staff shall be built up and maintained, however, depends primarily upon the vision and executive power of the librarian; upon his ability to recognize in people the fundamental qualities required for the service, and upon his skill in developing potential ability. The spirit of the staff, too, is determined almost wholly by the librarian.

Among certain fundamental administrative principles which are applicable in the organization of all libraries are the following:

1. There must be a single person—the librarian—in control.

2. Authority and responsibility should be delegated to staff members to such extent as the service may require. Care should be taken neither to underburden nor to overburden any of the staff with work or responsibility. The authority of each person to whom administrative responsibility is given should be clearly recognized.

3. Under certain circumstances any member of the staff should be expected to exercise his discretion in meeting unexpected responsibilities. Recognition of this privilege and duty is a means of promoting loyalty.

4. Specialization in work and in responsibility should be developed as far as possible, but should be accompanied by coordination of the staff as a whole.

5. The organization must be sufficiently flexible to permit steady expansion with the growth of the library, or modification to meet changing conditions.

6. There must be an adequate system of supervision of all parts of the organization.

In accordance with these principles, the organization of the staff should provide for such differentiation, and at the same time such coordination, of the work of all its members that each one will make his own contribution effectively and all will work in harmony.

A majority of the public libraries in the United States are administered under a loose form of organization, without definite classification of positions and formal requirements. The advocates of this system feel that it provides the greatest flexibility—since assistants can be assigned readily to work in whatever department they may be most needed—and the maximum opportunity for individual self-expression and development. The members of the staff can be appointed solely on consideration of their individual qualifications, unhampered by the restrictions of fixed regulations, and work can be assigned to each in accordance with his education, training, experience, and ability. Promotions and salary increases can likewise be awarded on consideration of each case by itself.

In many cities the public library is operated under the municipal (or sometimes the state) civil service. It is usually considered a serious handicap for the librarian to be obliged to recommend appointments from a list of candidates who have been declared eligible as the result of civil service examinations, in which personality cannot be satisfactorily tested; the handicap is especially serious if, as is usually the case, the library has little or nothing to say regarding the standards set. Many of the best qualified people will not apply for positions which are under civil service requirements, because they are unwilling to undergo the examination and the subsequent delay in announcing the result of the competition. If it seems desirable to dismiss anyone whose service is unsatisfactory, the librarian can do so only by filing charges against him with the civil service commission. It is urged in defense of the civil service that it provides an effective safeguard against the possibility of political appointments and the pressure of personal influence. Most librarians, however, feel that all of the advantages of civil service, without its disadvantages, can be secured by a classified service, initiated and operated by the library itself on the civil service principle of appointment on merit alone.¹

Many of the large libraries, and some of medium size, have adopted "schemes of service," under which

¹ For reports on the operation of civil service, and on "graded service," see *A survey of libraries in the United States*, volume 1, p. 87-94.

each position is classified and governed by fixed regulations. Under this method the entire staff, with exception, usually, of the librarian, assistant librarian, clerical workers, and janitors, is divided into definite, correlated grades. The positions falling within each grade are specified, and the qualifications, duties, and salaries are prescribed for each position. The terms of promotion within the staff and for appointment from without are stated, and the rates and conditions of increases in salary.

Even if a formal scheme of definitely graded service is not practicable, a wise librarian will establish, at least tentatively and in his own mind, the different positions which are required on his staff, and the qualifications and duties attached to each. It is difficult to outline definitely the requirements necessary in libraries generally, for each library is more or less of a unit in itself, and within certain limits must work out its own problems in its own way. *A survey of libraries in the United States* (vol. 1, p. 125-36) records considerable experience which is of much value to a librarian in connection with staff problems.

Standards of service

Librarianship as a profession requires of its members special training, knowledge, and skill, but it has suffered in the past from lack of adequate and uniform standards. The evils growing out of this lack

are now widely recognized, and efforts are being made to remove them.

Several states, progressive in library matters, have enacted laws requiring all those who administer a library supported by public tax to have definite and positive qualifications for this public service. This system of certification of librarians corresponds to the certification by state authority of many of the other professions. It is generally recognized that upon the personal and professional ability of its staff depends the library's standing as an efficient institution. Lacking a staff with the necessary knowledge of books, the knowledge of organization and method needed to make its resources available, and the ability to make the library fit the needs of the community, it is as impossible for a library to become the factor in public education that the law intended it should be, as it is for a school to do its proper educational work without duly qualified teachers. Therefore the states are setting up requirements aiming at standards of service, and are certifying persons according to their actual knowledge and training.²

These standards of service give valuable aid to the librarian in the choice of well-defined terms. A state certificate gives evidence of definite knowledge and training, the necessary factors of all good professional work. There are other qualifications, important in a

²A survey of libraries in the United States, 1:94-113.

person to be engaged for professional service. Having ascertained beyond a doubt certain standard and certifiable matters, the librarian is now able to give his time and attention to those traits of personality which are pertinent to the specific appointment under consideration. These are difficult to measure and a librarian usually wishes to rely upon his own judgment in considering them.

The American Library Association has recently cooperated in the publication of *Proposed classification and compensation plans for library positions*, a report of the Bureau of Public Personnel Administration to the Committee on the Classification of Library Personnel of the American Library Association.³ This report includes summaries of the findings of an extensive study; recommendations and benefits; a list of class titles and compensation schedules proposed for each type of work in libraries of various sizes; suggestions concerning the method of applying the proposed classification in various kinds of libraries; rules recommended for adopting, applying, and administering the classification and compensation schedules; proposed standards for libraries of the various grades; statistical tables showing present titles, age, compensation, education and experience of the persons now holding positions of various classes; and complete specifications for some two hundred classes of library positions.

³ Bureau of Public Personnel Administration, Washington, 1927.

In this way the national association is attempting to aid in the establishment of adequate standards. At the same time it is giving specific attention to the professional training given in the library schools. This it does by accrediting schools which meet its requirements in standards and methods, and by curriculum studies which will result in the production of proper material for instruction.

Salaries

Adequate remuneration and adequate standards are practically inseparable, and higher salaries must, in many cases, precede or accompany an increase in requirements. If qualified people are to be secured and retained for the library's service, they must be paid enough to enable them to live as people of culture and refinement should live.

It is not within the province of this book to endeavor to determine the salary which should be paid for different types of work in the public library. Local conditions necessitate local applications of practically any standards that may be established. Many data concerning the salaries which are now paid in libraries of different sizes are available in *A survey of libraries in the United States* (vol. 1, p. 137-38), and the A. L. A. Committee on Salaries publishes each year, in the *A. L. A. Bulletin*, tables of salary statistics. With reference to what ought to be accepted as a minimum salary for different kinds of

positions, the American Library Association has adopted the following resolution:

“The American Library Association believes that adequate salaries must be paid to librarians and library assistants if the public library is to hold and develop its place as an important educational agency.

“It believes that a library assistant with a college education and one year of training in library school should receive not less than \$1,620 a year as a beginning salary; that an assistant with less than a full college education and with one year of training in library school should receive not less than \$1,380 a year as a beginning salary; that an assistant with only a high school education and one year of training in a library training class (with courses of instruction which approximate those of library school) should receive a beginning salary of not less than \$1,200 a year; that an assistant lacking library school training but having had equivalent training or experience in well-managed libraries should receive the beginning salary of the class whose requirements are most nearly equalled by the length and character of the experience.

“Higher minimum salaries should prevail in cities where the cost of living is above the average and in positions demanding considerable responsibility.

“Library salaries in every city and state should be adjusted to meet the competition of business, teaching, and other vocations, especially in that city and

state, to the end that more well-qualified persons may be attracted to library work.”

The *Proposed classification and compensation plans for library positions* already referred to, prepared by the Bureau of Public Personnel Administration, is a valuable aid in any attempt to classify the service, to prescribe requirements, and to establish a salary schedule. It is hoped that the recommendations here made “will assist in bringing about and maintaining equitable and reasonably uniform compensation for the same kind of work, will make it possible to secure, retain and fairly reward competent library workers, and will secure something approaching the maximum return in loyal and efficient personal service for the compensation paid. It is recommended to librarians that as rapidly as possible they adopt the class titles and put into effect the compensation rates set forth in the classification and compensation plans, and that they administer the plans substantially in the manner set forth in the recommended rules.”

Automatic increases

It is a fairly general practice to allow regular, automatic increases annually, from an established beginning salary to the maximum allowed for the particular kind of work done. This plan of granting a series of increases, carried on over a period of years, has its basis in the fact that workers tend to develop in efficiency with added experience, and should be paid

accordingly, rather than receive the average salary constantly over all the years. The beginning salary should be adequate to attract properly trained persons, and then should be increased up to a common maximum for all workers in the particular grade of service.

A good salary schedule is one which not only provides adequate remuneration for each position, but tends to stimulate industry in the staff members, to encourage improvement, and to reward exceptional merit. The schedule should therefore be planned to embody, so far as possible, these features:

1. An adequate beginning salary, that well educated and properly trained people may be attracted to the library's service.

2. Small automatic increases in salary, within each grade of the service, until a maximum established for that grade is reached.

3. Provision whereby a qualified person not already on the staff may be appointed at a salary commensurate with his training and experience, and not necessarily at the salary paid beginners in the same type of work.

4. Promotion from one grade to another only after passing an examination or some other test of fitness for a higher position.

5. Provision authorizing salary increases beyond the usual maximum, as a reward of exceptional merit and ability.

Staff schedules

It is desirable to maintain three schedules showing the assignments of the various members of the staff to different duties: a time schedule, a desk schedule, and a work responsibility schedule.

The time schedule, showing the exact hours each day that each assistant is scheduled to be on duty, should be planned with the following considerations in mind:

The total number of hours each member of the staff is required to work. (This is usually not less than 40 and not more than 42.)

The maximum and the minimum number of hours which the library's regulations permit to be scheduled for one day's work. (State laws setting maximum limits must also be kept in mind, although most libraries have regulations or customs which are well within the number provided by the law as a maximum.)

So far as possible, the assistant librarian should always be on duty when the librarian is likely to be absent. Both the librarian and the assistant librarian should be on duty during the busiest hours of each day.

The largest part of the staff should be on duty in the afternoon.

Each person's schedule should provide for either a free half-day or a free day each week. (The half-day is much more common than the full day.)

One hour should be allowed each member for lunch, and 45 minutes for supper for each one who is on duty in the evening. (The evening force ordinarily reports for duty at one o'clock, if the library is open from 9 a.m. to 9 p.m., the most usual hours.)

The desk schedule should be arranged to show the assignments to each department, or each desk where borrowers are served, as clearly as the time schedule shows the assignments of each member of the staff. It must provide for an adequate number of people, at all hours, to serve the adult lending desk, the children's room, the reference room, and any other public departments. If there is a reader's assistant, or an assistant assigned to floor duty in busy hours, these hours should be indicated on the desk schedule. The largest number of people must be on duty at the public desks during the busiest hours. Provision must be made for special pieces of routine work which cannot be done at the lending desk during busy hours.

The work responsibility schedule is concerned with the special work assigned to each member of the staff as his own individual responsibility, in addition to those duties which he shares with others. In many libraries these individual assignments are changed every few months or once a year, in order to vary the work and to assure each assistant an acquaintance with all parts of the work. In a small library, particularly, it is essential that all of the staff should be

familiar with the entire routine. The work responsibility schedule may be best arranged by the names of the various assistants, showing under each name the duties assigned, such as entering applications in the registration book, checking new magazines, sending overdue notices, etc. If the library is divided into distinct departments, each department should keep its own work responsibility schedule.

Departmental organization

A comparative study of libraries shows great differences in regard to the organization of the work and the staff into departments. Of libraries practically the same in size and in type of service, some have very few departments, and justify their policy by the necessity of economy; others have many departments, which they justify on the theory that by such specialization the library can give more intelligent service. Care should be used not to make the organization unnecessarily complicated, and not to have too rigid divisions between departments. It is not feasible to elevate every distinct kind of work to the dignity of a department; as long as it can remain, without detriment, a part of an existing department's work, it should be allowed to remain so. Thus the order department and the catalog department frequently are combined in one, until their work becomes too highly differentiated. Compactness of organization is desirable, and should be maintained as long as pos-

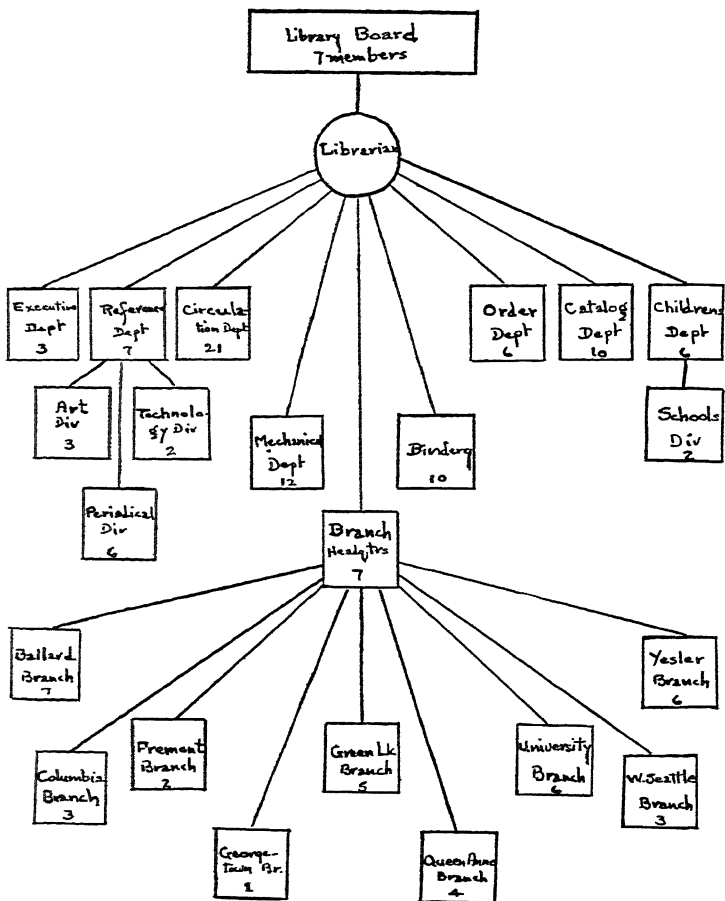


FIGURE 20. SEATTLE PUBLIC LIBRARY ORGANIZATION CHART.

This arrangement of departments and branches is followed in medium-sized and large libraries. The chart shows a department of branches parallel with other departments directly responsible to the librarian. No interrelations of closely allied departments is shown except through the librarian.

sible. When, however, any part of the library's work can be more efficiently handled by being made a separate department, the division should be made.

In order to avoid the evils which not infrequently accompany departmental distinctions, these distinctions should be no greater than is necessary. The various departments should not be recognized, by the librarian, the department heads, or the assistants, as entirely separate units, but should be always considered as coordinate parts of the whole institution. Frequent meetings of the heads of departments with the librarian are helpful in ironing out interrelated problems and in promoting common understanding and good feeling. The department heads must be people who can preserve harmony and good fellowship among the assistants; the librarian must be a person who can preserve the same qualities among the department heads.

As the library expands, stations and branches will be established—often, indeed, before the work at the central building has been departmentalized to any great extent. The establishment of branches necessitates further segregation and supervision. The branch librarian is the executive of the branch unit, responsible for its administration under the control of the librarian, the assistant librarian, or, in large libraries, the superintendent of branches. In many libraries the children's work at branches is under the general direction of the superintendent of children's

work; in such cases the branch librarian must give freedom to the children's librarian to carry out the policies of the superintendent, although the branch librarian is responsible for the work with children as he is for all the other activities of the branch. Some

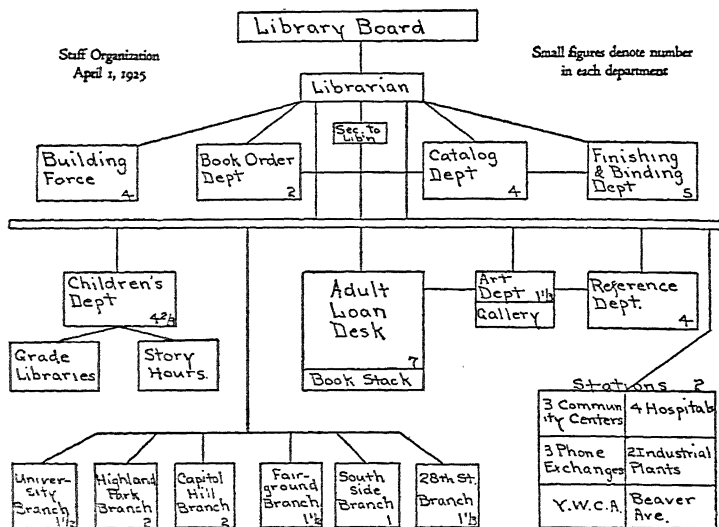


FIGURE 21. DES MOINES PUBLIC LIBRARY ORGANIZATION CHART

This chart shows two groups of departments, one internal and the other public. Each branch and each station is shown as reporting directly to the librarian without an intermediate department head.

librarians think it better not to have a superintendent of branches, because of the overlapping of departmental authority, and either delegate the supervision of branches to the assistant librarian or retain it in their own hands.

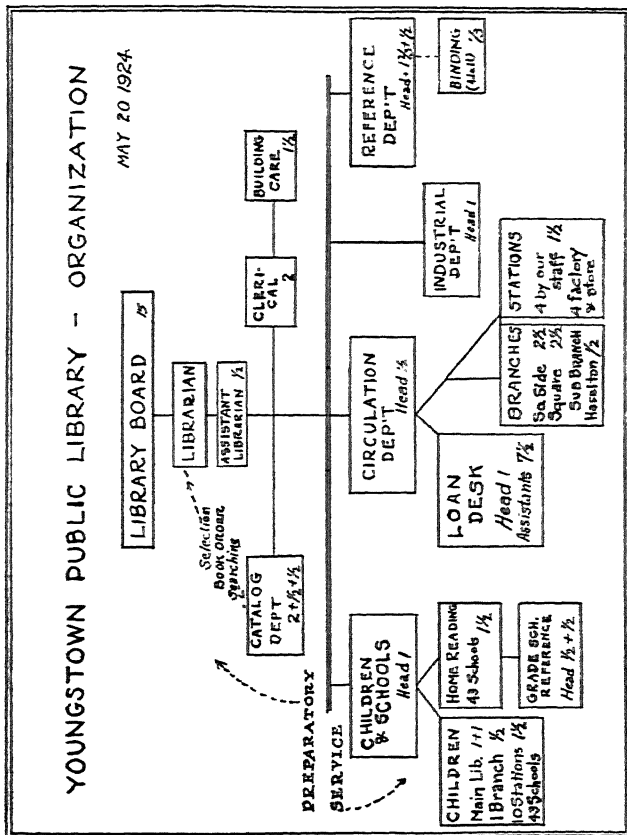


FIGURE 22. YOUNGSTOWN PUBLIC LIBRARY ORGANIZATION CHART

This chart shows closer organization than Des Moines, in that the Loan Desk of the Central Building, Branches and Stations are united under the Circulation Department. It indicates no direct coordination between the children and schools department and branches.

One of the simplest methods of crystallizing and visualizing the departmental organization of a library is the preparation of an organization chart. This is a diagram of the administrative system, which indicates graphically the position of each department and division, and the relation of each to all the others. Even if a library is too small to have actual departments, formally organized, a chart may help to clarify and coordinate the various divisions of the library's work. The organization chart should make clear the gradations of authority, and all interdepartmental relationships, without confusing detail. Too much time should not be given to the preparation of the chart, nor should the librarian fall into the error of regarding it as a thing of beauty. A paper diagram is not proof of efficiency or of economical administration. Such a chart, however, if proportionate to the actual extent of the library's service, will help the librarian to maintain proper coordination, and may sometimes help in explaining to trustees or others the administrative needs of the library.

Various forms of organization charting are illustrated in Figures 20, 21, and 22.

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CHAPTER 6

The Significance of Statistics

THE people who make provision for library service by their willingness to tax themselves for its establishment and support expect that for value given they will receive proportionate value in return. They have a right to be informed as to what the library is doing with the funds, and how it is serving the community, and also as to the further needs of the library in its effort to expand its service. The better the community is kept informed, the greater will be its interest in the library, and the larger will be that library's appropriations.¹

The librarian's administrative duty, therefore, includes the production of such statistical records as will show the actual condition and needs of the library, and the effective presentation of such records to the various constituents of the library in an intelligible form. Whatever reports are made to the com-

¹ ". . . the most promising movement among librarians at the present time is for a close study of the means for securing an intelligent diffusion of service. They call it 'publicity'—a term which may be necessary, but which is not quite air to their idea. . . . It aims to call attention to hitherto unappreciated values in the manner of simple service characteristic of a telephone directory or of postal deliveries. The value of the ideas contained in books is as real and universal as food and clothing except for those who cannot read. Tax-payers have a right to know just what these values are and how they may be procured." (Learned, W. S. *The American public library and the diffusion of knowledge*, p. 27.)

munity must be complete, accurate and based on sound judgment. In any attempt to enlighten the general public on library matters, mere assertions and personal opinions of the librarian will have little weight. All presentations of the present service and the further needs of the library must be based on carefully compiled, clearly interpreted facts and figures, presented as concisely and as graphically as possible.

Much time and thought must be given, therefore, to the compilation and study of statistics. But the value of these must not be overemphasized or misunderstood. The only measure of a library's effectiveness is its vital usefulness to the people of the community. The only value of statistics, then, is the indication they give of the usefulness of the library's service. No figures can give an exact indication of the true value of a service which cannot be appraised in dollars and cents; nevertheless, if wisely compiled and intelligently used, the statistical records of the library's work may make an important contribution toward its correct evaluation. The librarian should, therefore, give thoughtful consideration to the nature of the library's duty to the community; to the forms of service through which it can best fulfill this duty; to the statistics which will indicate most accurately how well the duty is being performed, and to the publication and interpretation of the significant facts revealed by the statistics.

Community relationships

The problem of community relationships enters into practically every problem that can arise in public library administration. A good administration may build up an organization so efficient that it functions with almost mathematical precision and accuracy. Yet, if the organization lacks proper coordination with the interests and the needs of the community, it is as valueless as an empty shell, and the supposedly good administrator is discredited. An efficient library contributes to the educational and intellectual improvement of the city, to its civic spirit, to its contentment and well-being in all the intangible things which constitute human welfare. The librarian must construct and follow a policy which will make possible such a contribution in ever-increasing measure.

The service which the library can give is limited only by the vision and purpose of those in charge, by the potentialities of the community itself, and by the available resources. The potentialities of the people are the chief force which must determine the librarian's policy, for the nature and extent of the service which can or should be given depends upon the ability of the community to make profitable use of it. To offer any group of people a service for which they have no desire and are not fitted is unprofitable and unwise.

Statistical standards

Every librarian realizes the value of having definite objective standards, expressed in figures so far as possible, by which to measure the library's service and to make such comparisons with other libraries as difference of conditions may permit. His position is much strengthened if he can cite established facts or widely accepted authority when he states that a library serving a certain number of people should have a certain number of books, and that a book fund of not less than a specified annual amount is necessary; or when he seeks to justify the number of assistants needed, and the salaries which must be paid to secure competent people. If he is in possession of convincing data on such points as these, he approximates the position of a business executive who has definite elements of control, as standards against which he can check the actual efficiency of the business. He must have what is, in a sense, a measure of cost production, which will enable him to measure the amount and the quality of the library's service by the cost of producing it.

Standards are, therefore, assiduously sought by librarians everywhere for accurate data which will help them answer these questions: Are the available funds sufficient to meet the needs of the community? Are the funds wisely allotted to yield adequate returns? How successfully is the library reaching the

people? Is the service meeting the actual needs of the different elements of the community? What proportion of increase in service can be expected from increased appropriations? In seeking answers to these and similar questions, consideration must be given to the personnel of the library, its income and expenditure, the book collection, the number of books circulated, the use of the library for reference purposes, the work with children, the number of people served, extension agencies, building, and publicity.

Personnel

When the service of a library is measured with the standards of an educational institution, the fundamental factor is the quality of its staff. Yet emphasis is too frequently placed upon the materials of service, rather than on the service itself. But these material things, in themselves, are inert, passive, and quite incapable of acting with any power upon the life and thought of the community. A library which is merely a thing of building and of books, where quality of personal service is treated as a negligible factor, is without positive educational value. A library which merely serves such desires as make themselves felt within its walls, instead of reaching out to extend its influence, is giving very inferior service. Libraries may grow in size, but they cannot grow in educational value until this false estimate of relative values is completely reversed, and the quality of

personal service is recognized as the all-essential factor.

Until greater uniformity is established, and such standards as those suggested in the report of the Bureau of Public Personnel Administration are more generally adopted, it seems reasonable to expect that a library should make these fundamental provisions for its staff:

1. The appointment of a librarian who meets the full requirements of education and experience contained in the recommendations of the A. L. A. Board of Education for Librarianship.

2. The appointment of a staff which has a reasonably adequate number of people with the qualifications of preparation and experience set forth in the above-mentioned studies.

3. The provision of a salary schedule liberal enough to secure qualified people, and to maintain the staff at standard without too high a turnover.

4. Provision for continuance of mental and professional growth.

- a. Plans for continued education of staff members through training classes and attendance on college courses.

- b. Allowance of expenses for attendance of the librarian and some of the staff at state library meetings.

- c. The granting of time for attending the conferences of the American Library Association,

and allowance of expenses, whenever possible, of the librarian.

d. The encouragement of membership in the American Library Association and the library association of the state.

5. Attention given to the maintenance of good health of staff members.

a. Proper working conditions.

b. Allowance of a vacation of one month, with pay, for every member of the professional staff who has worked at least eleven months.

Income

The American Library Association has set a standard of measurement for income, in the following resolution, adopted in 1921:

“The American Library Association believes that \$1 per capita of the population of the community served is a reasonable minimum annual revenue for the library in a community desiring to maintain a good modern public library system with trained librarians.

“This sum should cover a main library with reading room facilities, branch libraries and reading rooms within easy reach of all the people, a registration of card holders equal to at least thirty per cent of the population, and a considerable collection of the more expensive books of reference, with a home use of about five volumes per capita per year.

“This allowance of per capita revenue may need modification in the case of very small or very large communities, or communities which are otherwise exceptional. Small communities may often obtain increased library service for the same expenditure per capita by enlarging the area of administration. The situation in large communities is often modified by the presence of good endowed libraries free for public use.

“Communities desiring their libraries to supply these needs extensively and with the highest grade of trained service, will find it necessary to provide a support much larger than the minimum of \$1 per capita. This should cover extension work sufficient to bring home to the children, the foreign speaking people, business men, artisans, advanced students, public officials, and in general all classes of the people, the opportunities that such a library is not only ready but able to afford, with a service that is administered by trained librarians having special knowledge in their particular departments.”

Book collection

Wise selection of books to meet the needs of the community; regular receipt of new accessions, to keep the collection up to date; discarding of titles that have outlived their usefulness; and prompt rebinding or repair of worn books that are still useful; these are the factors which determine the value of the book collec-

tion. A library which attempts to provide a book collection adequate for good service will maintain the following standards as a minimum:

1. The total number of accessioned volumes in the library shall be equal to at least one and one-half volumes per capita of the community served.

2. The reference collection shall contain a majority of the titles in the suggestive list of one hundred reference books in Mudge, *New guide to reference books*² (A. L. A. 1923), pages 231-33.

3. The children's collection, including juvenile reference books and the collections of the central library and the branches, shall equal two volumes for every child enrolled in the public schools through the eighth grade.

4. The current periodical collection shall include a reasonable proportion of the periodicals currently indexed in *Readers' Guide*, special attention being given to range of subject matter and to local needs.

5. A complete inventory of the book collection shall be taken every year.

Circulation

One of the principal methods of measuring the extent of the library's service as shown by the circulation of books, is the number of volumes circulated per capita, based on the total population of the community served. A fair standard is that the circulation

² New edition in progress, 1928.

should be equal to five volumes per capita, in a city of over 100,000 population; or six volumes per capita in a city of from 20,000 to 100,000 population; or eight volumes per capita in a city of less than 20,000 inhabitants.³

The usual method, and practically the only method, of evaluating the circulation statistically, is based on the percentage of non-fiction in the whole number of books issued. A good standard is that the non-fiction should comprise at least 30 per cent of the total circulation. In other words, an attempt is made to judge the circulation not only by the number of volumes, but also by the kind of books given out. It requires little effort or intelligence to circulate a large number of popular current novels in any community. Of course, the weakness of this method of judging the circulation is the fact that many books of non-fiction are of secondary value and importance, whereas a great many works of fiction are very well worth reading.

The St. Louis Public Library made a measure of the quality of fiction circulation. The fiction circulation statistics were divided into three grades, A, B, and C. "A" consisted almost entirely of the recognized standards, including very few living authors.

³ Another measure sometimes used is the ratio between the number of volumes circulated and the number of registered borrowers. This, of course, does not measure the service to the entire community. Still, if it is found that the average circulation to each borrower is increasing year by year, this is an indication that he is coming to the library for an enlarging range of interests.

For comparative statistics of circulation in public libraries see *A survey of libraries in the United States*, 1:29-52.

“B” had the better of the current books, and “C” most of the relatively trivial and ephemeral works. Percentages showed “A” equaled 23; “B” equaled 37; “C” equaled 40. From the results Dr. Arthur E. Bostwick concluded: “It is a fair interpretation to say that at least 60 per cent of our fiction circulation has been of books that anyone would class as intellectually worth while.”

Reference service

To measure the reference service statistically is even more difficult than to measure the work of the lending department on the basis of numbers alone. Reference service consists, first, in providing books, magazines, papers, and pamphlets, which will enable readers to obtain the information they want in answer to certain specific questions, or to obtain material needed in connection with the study of some particular subject; and, second, in giving the readers whatever assistance they may require in use of this material. A record of the number of times the books are consulted is difficult to keep in the modern library, where most of the reference books are on shelves accessible to all readers, and such a record, if kept, would have very little significance; the dictionary may be consulted by one reader to learn the proper spelling of a word, and an exhaustive article in a scientific book or magazine may be given several hours of study by another, yet the statistics could not

differentiate between the two "times used." Statistics of the number of "questions answered" are likewise of little significance, for one question may be answered in a minute, or less, and another may require an hour, or more. A classified record of questions asked, divided into several groups according to the time required in answering them, would be difficult to keep at a busy desk, and the results would not be worth the time and effort so expended.

Most libraries, however, think it necessary to keep some kind of statistical record, for as good an indication as possible of the extent to which the reference and reading rooms are used. Some record the total number of people using the rooms each day; others count the number of people using them at certain hours throughout the day; others, the number of books sent for from the stacks; and many record, for whatever it may be worth, the number of questions asked. Some librarians keep a record of users on three days each month and from this estimate the total for the month. Many keep a record of the number of questions asked over the telephone, which is an interesting indication of the extent to which readers have learned to avail themselves of this privilege; but many libraries do not ordinarily give this service, or do not advertise it. A record of the number of books borrowed from other libraries through the inter-library loan system is of some value as an indication of how successfully the library is meeting the needs of

students in obtaining for them material not contained in the library's own collection.

Work with children

The future of any public library now depends very largely upon its work with the children and young people. Every up-to-date public library provides for the children their own room, adequately equipped to meet the needs of young people, with a book collection selected with the utmost care for boys and girls during each period of their growth and development. We have the same statistical measurements of service to apply to the work with children that we have for the work with adults: the registration shows what proportion of the pupils in the schools are card-holders, and the number of books borrowed shows the quantity of circulation. But the really vital elements of work with children can be measured by statistics even less satisfactorily than can the work with mature readers. There must be a children's librarian and staff, trained and experienced in the literature and methods of work with children, who understand how to be real companions in the realm of print and to guide wisely the reading of each individual child. Their influence, and the influence of the books, cannot be set down in figures.

Community service

A fairly direct measurement of the extent to which the library is serving the community is supplied by

the registration records. From them the librarian can learn how many people, and what proportion of the whole community, have sufficient interest in the library to claim its privileges, and whether this proportion is steadily increasing from year to year. Even in communities which are not increasing in population, the library ought to gain each year in the number of borrowers, through the influence of the schools, the normal development of the "library habit," its publicity work and gradual expansion of its activities. If the registration records are carefully studied, periodically or occasionally, it is possible to obtain from them much useful information concerning the sections of the city which are using the library least, and concerning various racial groups or other parts of the community which are not being served to the fullest possible extent.

In order that all information gleaned from the registration records may be definite, accurate, and reasonably up-to-date, it is essential that borrowers should be re-registered every two or three years. A longer registration period produces figures which are not accurate, because they include the names of too many who are no longer in the community or have lost interest in the library. In comparing the service of one library with that of another, if the length of the registration period is the same in each case the comparison can be made with more accuracy than comparative studies of circulation figures.

A study made in 1924 by Asa Wynkoop, of the New York State Education Department,⁴ of the reports of all public libraries of the state which appeared to have live registration records, revealed the following percentages of the whole population registered as borrowers:

Cities of over 100,000 population.	17 per cent
Cities between 20,000 and 100,000	27 per cent
Cities or villages between 5,000 and 20,000	37 per cent
Villages between 2,000 and 5,000.	57 per cent
Libraries serving an entire township.	44 per cent

These figures may serve as a more or less definite measure for libraries in each of the various types of communities. The American Library Association has set a minimum of 30 per cent of the community served, as an essential requirement of good service. Sixty per cent has been suggested by some librarians as a goal which a library should strive to reach.

Extension agencies

Every live library is always alert to discover new ways for extending its service. It seeks cooperation with clubs and educational or welfare organizations of all kinds, supplying books and lists of suggested reading on all topics of interest. It fosters cooperation with the schools, either in conjunction with the school library or by supplying service, together with books, from its own force. It endeavors to maintain an ade-

⁴New York Libraries, 9:69-77, May, 1924.

quate number of branches and stations to meet the needs of the people in outlying parts of the city. A rapidly increasing number of libraries are feeling their responsibility to rural outskirts, and are extending their service to the whole county, rather than to the city alone, through stations, schools, and book-wagon distribution. In some states there is still no adequate legislation authorizing municipal libraries to give county service, but no movement has developed more rapidly in recent years than the county library movement.

Like everything else, intelligent expansion begins with a well defined plan. One essential to such a plan is a map of the community upon which may be indicated the type of distributing agency which is needed at each point: a deposit of books, a station with service, or a full fledged branch. Library service should not be extended unless a sufficient number of trained workers are available to render this service. When books are sent for distribution from a drug store, crossroads grocery, community center or church, the library must depend upon clerks or upon public-spirited men and women of the community to circulate and care for the books. This is at best a haphazard, unprofessional kind of service, which discredits true library service, and which is all too often mistaken for it. In our experience, two stations in charge of trained staff workers proved more effective than five deposit collections placed in prominently

located drug stores. The stations were open only a few hours a week, in contrast to the stores, which were open all hours of the day. The drug store clerks could not be expected to give as excellent service as the trained worker. The principle of giving service of trained workers, only, necessarily limits the extension of the library's activity. It is, however, the only safe course to pursue, since the demand for books and service will always exceed the possibility of supplying them.

One of the purposes of extension service is to aid educational and social institutions in a supplementary capacity, by sending deposits of books to factories, business offices, department stores, fire engine and police stations, settlements, orphanages and homes, prisons and reformatories, neighborhood clubs, hospitals, and other welfare and civic organizations. It is fairly safe to let the accessibility of the organization to the library, and the available book stock, determine the policy in extending such service.

It is difficult to state a definite policy of establishing branch libraries. Some authorities agree that a library agency should be within a mile of every citizen. Others believe that there should be a branch for every twenty-five thousand persons. The standards which are set up for a branch in a large, prosperous city are altogether too exacting and expensive for a library in a small or less favored community. Furthermore, spacing by rule might bring branches too

closely together in congested districts. In such cases, it is better to increase the capacity of one branch rather than to scatter smaller ones near it. Moreover the character of the locality has a good deal to do with the advantageous placing of a branch. It must be in the center rather than on the edge of a community. A sheet of water, a park, or a neighborhood intersected by a railroad are factors to be seriously considered without regard for numbers or distances. Racial characteristics are determining factors. The Irish do not read as naturally or with as much zeal as do the Germans. The Latin races are induced with difficulty to use the library. The attitude of the religious leaders of the neighborhood is an important consideration, as is the tendency of some old neighborhoods to keep separate and distinct characteristics and landmarks, and to cherish a feeling of local pride.

It seems wise never to withhold library service for lack of a building. Funds may not be available for the type of building which the community and the library board desire. Nevertheless, this is not a sufficient reason for failing to give whatever service the library can render. There is the book wagon. Wheels cover distances so effectively that it is now almost possible to realize the slogan "a book in every home." The book wagon gives direct and experienced service in contrast to the volunteer service of a deposit station. At the same time, it is effective in demonstrating what localities are ready for more elaborate service.

Not infrequently stores are rented and used for library rooms. To my mind, there is a great advantage in putting up a temporary building on an empty lot. This has been tried in a number of communities with success, and the building moved to a new location when the community had grown to such an extent that a permanent building was possible. A separate building tends to create a library consciousness in the minds of its patrons.

A librarian saves trouble by adopting a definite policy as to the handling of requests which come from groups of citizens for the establishment of a branch in their neighborhood. Everyone should have the same respectful treatment. All too often it is necessary to make a careful investigation of the sponsors signing the petition. The state of development of the neighborhood, the type of citizen, etc., have to be considered. Local politicians may use the establishment of a branch library as a campaign issue, and other leaders may even take this means for personal aggrandizement. Whenever a neighborhood is alive and determined to secure a branch, much prestige is lost to the library if it does not cooperate with any earnest petitioners in an endeavor to bring the matter to the attention of the city authorities.

A means of reaching the entire community, one which needs careful consideration in the formulation of policy, is the possibility of giving county library service. While this may not be deemed a type of

service which should be given by a medium-sized library, some conclusion should be reached as to whether greater general efficiency for the community at hand and for those in the outlying districts cannot be provided for in this way.

Building

How much or how little the building in which the library is housed has to do with the service it renders, is hard to say. It is an established fact that the main building should be centrally located, and as attractive (though not ornate) as possible. The very center of a city is frequently a dirty and noisy place, and the advantages of the central location may be offset by the difficulty of keeping the building clean and attractive. On the other hand, if the library is too remote the inconvenience of access will deter many people from using it. A location in the center of a park or on the summit of a hill may be attractive, quiet, and clean, but it is too inconvenient for maximum efficiency.

The architecture and arrangement of the building should be suitable for its purposes. Unnecessary ornamentation; large, chilly delivery halls; and ornate lobbies and stairways, impede the convenience of those who use the library, and are therefore a hindrance to good service. A building poorly planned is expensive to administer, and money which should go directly into service is wasted on extravagant maintenance cost. From 10 to 20 per cent of the floor

space of the building should be devoted to the children's room, and space should be provided for meetings of clubs and other organizations.

Publicity

A librarian, in order to be really effective in his community, must not only provide service of the highest quality, but must make the entire community conscious of the library's resources, and of the facilities for education and enjoyment which it offers to all citizens who will avail themselves of them. It is not enough to keep the regular borrowers informed. Publicity must be planned which will reach people who have seldom, or never, been inside the building.

A considerable degree of effectiveness in publicity may be expected if the library conducts a continuous program, intelligently and consistently planned and carried out, embodying these features:

1. The publication in the local newspaper, at regular and frequent intervals, of articles about the library: its books, its service, its plans, and all happenings of general interest.
2. The use of windows and outdoor bulletin cases for displays of books, posters, etc.
3. The display of signs and posters calling attention to the library's location, hours, and service, in hotels, railroad stations, and other prominent places.
4. The printing or multigraphing, and wide distribution, of lists of books and other publicity material.

The annual report of the librarian

From summaries of conditions, of work accomplished, of extension of resources and service, and of needs immediate and prospective, the librarian is able to prepare and present his annual report to the trustees and to the city. All through the year the information which he is going to put into his report has been shaping, being enlarged and revised under consideration and study; and when the end of the year comes the librarian is prepared to set down his findings and conclusions, and the needs whereby more effective service may be given. The annual report becomes, then, not a thing apart by itself, but merely the final document in the system of statistics and reports of the year.

The report may possibly be considered the most important part of the publicity of the library. Its primary function is to inform those who have a right to know, of the outstanding facts in which they are most concerned, in a way which they can understand. It is for the trustees, the staff, the city, state, and national authorities, but it is most decidedly intended for all the intelligent people of the city, whose institution in the last analysis the library is.

The librarian wishes for his report the widest reading possible. He wants the people to know the nature and amount of work the library is doing. He has propositions to set forth which will some time require

thought and action on the part of voters. It becomes, then, a powerful instrument for executive work. It creates a document of record of administration. It gives an accounting; it shows needs and makes an appeal for the solution of problems; it makes new friends and new users. In order to do this, the report must be printed in a form intelligible to those for whom it is intended, and one which commands their attention and consideration. This fact presents a problem, for the readers are of different sorts. The trustees wish information in considerable detail. The city authorities want tables of statistics showing what return has been given for funds appropriated. The state authorities, charged with seeing that the law is fulfilled, ask for statistics in a form of easy comparability. The average man does not want statistical tables, and is not interested in technical processes as such; he wants to know what the library does, what it can do for him and his neighbor, and what he has to do to take advantage of its opportunities. He does take civic pride in its accomplishments, and he is sympathetic toward its needs because of his sense of responsibility to the community. But he has no patience with long, uninteresting, academic treatises about the institution. For him the report must be as readable as an article in the newspaper.

Formerly librarians attempted to cover all these needs in one printed report. Expense of printing limited the edition and consequently the distribution.

Because of the inadequacy and poor economy of such forms, many librarians have adopted new methods of presenting their annual reports. Indeed, there is a growing practice of preparing the same report in several forms, to be submitted to various kinds of readers. One type of report might well answer in common the needs of the trustees, the city authorities, and the library staff. This group is usually not very large in number, and it is feasible to present the annual report for its use in typewritten form. It may be that enough copies will be needed to make it worth while to mimeograph it. This report is the document of record. It gives a full account of the work of the year. It contains the departmental notes, all the changes in the staff, the full statistics of circulation, registration and accession, the complete financial report, and all other facts which may be important in years to come. This is submitted to the official representatives of the city government, and copies are kept at the library for consultation by any persons sufficiently interested to study it. One copy is marked "official" and becomes a part of the library's permanent historical record.

For representatives of the state government, for the officers of the state and national library associations, and for other public libraries, statistics in the form of the A. L. A. summary will usually suffice.

To reach the general public, probably there is no better medium than small circulars of from four to

sixteen pages, or the local newspaper. On the ground that everyone reads newspapers an ever increasing number of libraries in small towns and large cities are printing their annual reports in the local press. Many papers accept the report in full and print it as news, but others do not allow so much space. In such cases, however, it is usually possible to buy space at less cost than would be the case for a like distribution by any other method. A column of newspaper space may equal in length all the words that can be crowded into an eight or twelve page circular, and the newspaper may reach one hundred times as many persons. It is probably a better investment, if both forms are not possible, to concentrate on the newspaper form. The newspapers will usually run off extra copies, or reprint whatever additional reports the library may require.

This type of report presents a concise story of the most essential features of the year's work—the high lights only; and of those things, chiefly what a newspaper reporter would select to feature in a Sunday edition. It includes an interesting statement of purposes and policies of the library; growth of book-stock, with mention of number of gifts; circulation of books by distributing points, adult and juvenile; the amount and diversity of reference work; important additions; branch and station work; plans for the coming year; outstanding needs. Under the appropriate headings attention will be called to *per capita*

costs, circulation, and similar figures, and to efforts made to secure greater service with the available appropriation; and, in general, those definite figures which will tell taxpayers how their money is being spent, will be given.

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CHAPTER 7

Public Library Opportunities

THE administration of a public library appeals to anyone with executive instinct, for three fundamental reasons. It involves the same processes of organization and execution that the direction of any enterprise demands. It is essentially an American institution; based on the elemental principles of democracy, it is a logical instrument for coordination with other social agencies established for the common weal. As an important factor in the intellectual growth of the people, it offers sufficient challenge to executive leadership to warrant the devotion of a lifetime to its service.

The free public library embodies those elemental principles which make democracy dynamic. It is a part of the directing tradition of America, as well as a product of it. The establishment of democracy in America guaranteed to its citizens liberty and equality. The public library offers unlimited opportunity for the practice of these principles. It is not an old-world institution, transplanted and superimposed on America. It is not governed or dominated by any single authority. It recognizes individual liberty and freedom to work out individual destiny. It is not an institution apart from the people, nor does it serve

any one class alone. Its function is to make available to everyone material on all sides of every question, in order that readers may form intelligent conclusions of their own.

For more than fifty years the public library has had for its program "the best reading, for the greatest number, at the least cost." Its function is "the enrichment of human life in the entire community by bringing to the people the books that belong to them." Not all the books they may desire, does this mean, but the reading best suited to their ability, interests, and habits of thought. It has sought to make itself indispensable to all classes of the community: to city officials, merchants, manufacturers, professional men, farmers, and mechanics; it has endeavored to assist the artisans to perfect themselves in their work, the foreign-born resident to become conversant with American ideals and customs, and the student to supplement the instruction given in the classroom. It has been an aid in the promotion of industry, national welfare, local enterprise, and individual advancement, and has established itself as a powerful social factor wherever it is adequately supported and properly administered.

Forward-looking librarians are today giving themselves very thoroughly to the problem of continued education, that the public library may be called "the people's university" with more accuracy than in the past. The challenge comes to every librarian to

organize personnel and resources in such wise that his library may serve as a qualified intellectual center, and may take well its part in the "adult education" movement that has been growing in importance and emphasis during the last decade.

After a detailed survey of the public library, no less an authority on education than Dr. William S. Learned of the Carnegie Foundation has this to say: "The foregoing sketch of the educational activities being currently undertaken by public libraries is sufficient indication that these institutions are successfully embarking on a career of most remarkable significance. That a free community book exchange is destined to be transformed into an active intelligence center through the addition of a competent staff of scholars trained in fitting books to human needs, is an idea as dimly perceived today as was the free library itself seventy-five years ago. Nevertheless, could the new features . . . be combined in one city, the result would be an institution of astonishing power,—a genuine community university bringing intelligence systematically and persuasively to bear on all adult affairs. If duplicated from city to city and organized on a regional or county basis for rural and semi-urban districts, it would immediately take its place as the chief instrument of our common intellectual and cultural progress. The true educational establishment of a town or city would in that case center in the public intelligence organization with its many branches

whereby needful information would be marshalled primarily for adult use. The elementary and secondary schools would be the subsidiary feeders for the greater institution, serving the special needs of the young citizen, and training him for progressive self-education in the larger environment."¹

In a significant article, Dr. C. C. Williamson wrote:² "Trying to forecast what the future holds that must be taken into account in planning for library progress, it seems to me we can safely assume that: transportation and communication will constantly improve, which means, among other things, that less and less reason will exist for even fairly large libraries trying to hold in their own local collections all the books that are to be used in the community at any time; all branches of the public service must increase in efficiency, because the public will demand a full return for the expenditure of public money; everybody will be trained for his work; . . . specialization of function will receive still more emphasis, giving the benefits of division of labor and requiring a more scientific organization; all processes that can be reduced to routine will take advantage of the economies of large scale operations; illiteracy will practically disappear, while working hours grow shorter, and a larger proportion of the population will demand an

¹Learned, W. S. *The American public library and the diffusion of knowledge*, p. 56.

²Williamson, C. C. *A look ahead for the small library*, *A. L. A. Bulletin*, 1919, 13:141-6.

opportunity to make practical use of their ability to read; new methods of instruction and new avenues of recreation and culture will arise, some requiring the cooperation of the library, others competing with it. The library must be flexible in spirit and organization; we shall know more about the formation and control of public opinion in a democracy. There is an important role for the public library if it can adapt itself to the needs of the hour."

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